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The Moscow Soviet

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Moscow, Gorky Street, Sovietskaya Square. The flag of the Soviet state flies here above the austere red building with white marble columns, and a sign in gilt letters on its pediment reads: "Moscow Soviet of People's Deputies."

The Moscow City Soviet of People's Deputies is the body of state power in the capital of the Union of Soviet Socialist Republics. It occupies a special place in the history of the birth of the Soviets and in the establishment and development of the Soviet socialist state. It is one of the first Soviets born in Russia out of the creative revolutionary activity of popular masses between October and December 1905, during the first Russian bourgeois-democratic revolution, as an organ of rebellion and embryo of a new power.

With the victory of the Great October Socialist Revolution the Moscow Soviet turned into a fully competent body of state power. By decision of the Extraordinary Fourth All-Russia Congress of Soviets Moscow became the capital of the world's first socialist state. The Central Party Committee and the Soviet Government headed by Vladimir Ilyich Lenin moved here

from Petrograd on March 11, 1918. Henceforth Lenin's life and activity were inseparably linked with Moscow and its City Soviet. On March 12, the day after his arrival, Lenin delivered a speech at the plenary meeting of the Moscow Soviet on current affairs. It is roughly estimated that between March 1918 and November 1922 Lenin spoke over 300 times to the people of Moscow and the Moscow area. During that period the rostrum at the Moscow Soviet became an important state platform from which Lenin gave reports and delivered speeches on the foreign and home policies of the Soviet Republic, the immediate tasks of the Soviet government, the third anniversary of the October Revolution, and so on.

On several occasions Lenin spoke from the balcony of the Moscow Soviet, such as on January 19, 1919 at the protest meeting in connection with the brutal murder, in Germany of Karl Liebknecht and Rosa Luxemburg.

Lenin delivered his last speech in Moscow at the Bolshoi Theatre at an extended plenary meeting of the Moscow Soviet in November 1922, at which deputies of Moscow district Soviets were present. His speech, permeated with an invincible belief in the people's creative strength, made a very deep impression on everyone. It was at this plenary meeting that Lenin uttered the prophetic words: "NEP[1] Russia will become socialist Russia." The people of the capital regarded

[1] New Economic Policy—*Ed.*

these words as a militant programme for building socialism and communism.

On Lenin's arrival in Moscow he became the permanent deputy of the Moscow Soviet, elected by work collectives from many of the capital's enterprises, such as the Trekhgornaya Manufactura Factory, the Krasny Bogatyr Plant, the confectionery factory (now the Bolshevik Factory), the Mikhelson Works (now the Vladimir Ilyich Plant) and others.

In 1922 the workers of the Trekhgornaya Manufactura Factory, having elected Lenin their deputy, wrote a letter to him stating:

"We are happy to be given the honour to send you, our great teacher, to the Moscow Soviet as our representative."

"I think I'll justify your confidence," replied Lenin as he received his deputy's mandate from the factory's delegation of workers and office employees.

Despite the tremendous amount of work involved in leading the Communist Party and the Soviet state, from the very start Lenin gave close attention to the restoration and development of the young Soviet capital's economy which had been devastated and neglected as a result of the Civil War, intervention and blockade. There was a large number of slums in the city. Around the end of 1920 only 46 tram-cars were operating along city routes. Owing to leaking water mains the population received only 7 million of the 12 million buckets of water supplied daily. The city was lit by a mere 1,300 electric bulbs.

During this difficult period questions concerning

every aspect of city life were often discussed and resolutions passed on Lenin's initiative at the sittings of the Council of People's Commissars. These questions covered the housing situation in Moscow and its environs; the supply of fuel to the Tretyakov Gallery, libraries and other cultural and educational institutions; the erecting in the capital of 50 monuments to the great revolutionaries and public figures, etc. At the same time Lenin showed great concern about protecting ancient monuments. He repeatedly pointed out the necessity of preserving these monuments during the reconstruction work in the city and insisted that restoration began in Moscow on monuments of architecture, history and culture that had been destroyed.

On Lenin's instructions a number of restoration works were conducted in the Kremlin, and the St. Basil Cathedral, one of the most remarkable monuments of 16th-century Russian architecture, was also restored.

Lenin was concerned with the general improvement of the city. Speaking at a siting of the Moscow Soviet on March 6, 1920, he set the task "to clean up Moscow, to put an end to the filth and state of neglect into which it has sunk. We must do this so as to set an example to the whole country... We must set ... an example such as Moscow has set many times before."[1]

[1] V. I. Lenin, "Speech Delivered at a Meeting of the Moscow Soviet of Workers' and Red Army Deputies, March 6, 1920", *Collected Works*, Vol. 30, Progress Publishers, Moscow, 1977, p. 414.

Lenin looked boldly into the city's future. While meeting Ivan Zholtovsky and other prominent architects then working on projects for the reconstruction of Moscow, Lenin voiced quite a number of ideas on what the Soviet capital should be. These ideas served as the groundwork for the current as well as future plans.

Lenin regarded as a priority the improvement of housing conditions, the demolition of slums, the reconstruction of old and building of new apartment houses, the elimination of overcrowding in old city blocks, the improvement of suburban facilities and the rational settlement of the population. He approved the idea of developing new housing construction in the healthy south-western district of the capital and of creating large green expanses, those reservoirs of oxygen as he called them, both in the city centre and in the suburbs. He recommended an expansion in the area of greenery in new plans for Moscow, based on the experience of West European capitals: such as Hyde Park in London, the Champs-Élysées in Paris and Vienna's picturesque Ring.

In order to resolve the urban transport problem Lenin considered it necessary to build in future an underground railway.

Lenin gave practical help to the Moscow Soviet in organising the management of the complex municipal economy and mapped out ways of turning the Moscow Soviet into a fully competent body of power. "The fifteen hundred members of the Moscow Soviet, plus the alternate members, constitute an apparatus

through which you can draw upon the masses and constantly enlist them, inexperienced though they are, in the work of administering the state,"[1] stated Lenin.

In the period between 1917 and 1921 Lenin wrote or signed over 300 government directives and decisions on Moscow, concerning such matters as the setting up of new bodies of power, the restoration of industry and the urban economy and the improvement of living conditions.

Soon after Lenin's death, a Plenum of the Moscow Soviet was held in his memory on February 7, 1924. It ruled to keep Lenin's name permanently on the roll of deputies of the Moscow Soviet and never in future to issue his membership card No. 1 to any other deputy elected to the Soviet.

Ever since Lenin's name has been written under deputy card No. 1 following every election to the Moscow Soviet.

When deputies or Soviet and foreign guests to the Moscow City Soviet mount the broad stairs to the ceremonial halls of the Soviet, they see two white marble plaques with Lenin's dictums carved on them.

Muscovites today are justifiably proud of the great effort put into implementing Lenin's ideas for transforming their home city.

Contemporary Moscow is becoming ever more

[1] V. I. Lenin, "Speech Delivered at a Meeting of the Moscow Soviet of Workers' and Red Army Deputies, March 6,1920", *Collected Works*, Vol. 30, p. 415.

modern and beautiful with bright open housing districts, broad avenues, bridges, parks and gardens and new architectural ensembles and structures; a city in which the priority is given to creating better living, working and leisure conditions for its inhabitants.

Moscow today is a city with major socialist industry, advanced science, culture and art, magnificent historical monuments and with a highly developed urban economy.

The Moscow City Soviet is the largest Soviet in the country and implements state power in the country's largest city—the capital of the multinational Soviet state. The area within the jurisdiction of the Moscow Soviet is 878.7 sq.km., while the city's population is over 8,300,000. The Soviet capital is bigger than London or Paris and its population is the fourth largest in the world.

The territory of Moscow is divided into 31 administrative districts with a Soviet of People's Deputies being elected in each one. Moreover, there is a separate district, situated not far from Moscow—the town of Zelenograd. All the district Soviets are controlled by the Moscow City Soviet.

The Moscow Soviet manages a very complex, multi-branch urban economy, ensuring the comprehensive economic and social development of the city.

Let me cite certain data to demonstrate the scope of this economy.

Huge material and technical means are at the disposal of the Moscow Soviet. The city's fixed assets exceed 20,000 million rubles.

Over 1,600,000 people work in building, designing and research organisations, at industrial enterprises, at establishments concerned with construction, the municipal economy, city transport, trade, public catering and daily services and also in public education, health, cultural and other institutions, organisations and services, under the jurisdiction of the Moscow Soviet.

The Moscow Soviet supervises almost all construction work in the city. Building organisations, directly under the control of the Moscow Soviet, implement building and assembly works to a total of over 3,000 million rubles per annum. They are responsible for over half of industrial construction, nearly the entire programme of housing and hospital building and for all construction of schools, daily service and trade establishments and for ground urban transport.

The Moscow Soviet controls an industry with a volume of gross output exceeding 2,000 million rubles.

Approximately half of this output is produced by enterprises of the building industry, which form the industrial base of Moscow's construction. With every year the building industry develops further and its enterprises increase the output of the vital building parts and materials required to meet the increasing scope of construction and reconstruction work in the city.

The range of output of the industrial enterprises of the Moscow Soviet is varied, from lifts and street-cleaning machines, essential for the city economy, to a wide assortment of consumer goods and items of cultural, daily and domestic use.

The Moscow Soviet has under its authority approximately 80 per cent of city's housing, totalling over 2,400,000 flats with a floor space of over 140,300,000 sq.m.

The Moscow Soviet owns all ground passenger transport: buses, trolleybuses, trams and taxis. Lorry transport, which handles practically all the freight traffic within city limits, is also controlled by the Moscow Soviet.

The Moscow Soviet administers such important branches of city economy as the water and sewerage mains and energy and fuel supplies. To give an example the city's daily water supply is nearly 6,000,000 cu.m. Together with industrial consumption this constitutes over 700 litres per person a day. The amount of water purified and then put in reservoirs is equal to the amount consumed. The Soviet capital was the first city in the world to achieve this water balance.

The scope of the branches of the Moscow Soviet economy connected with public services, such as trade and public catering, daily services, public health and education, is quite impressive.

The work experience of the Moscow Soviet, including such things as resolving town-building, social, economic, management and other problems, is of interest not only for other Soviets of People's Deputies in this country but also for local authorities in different countries. It is particularly close to the socialist countries, where towns are developed on the same political and economic basis of state ownership of the land as in the USSR. But, as practice shows, this expe-

rience is also useful for cities in capitalist countries, particularly for resolving problems of transport, environmental protection, water supply and others.

The Moscow Soviet maintains extensive international ties with over 70 foreign capitals and major cities. Many political and public figures abroad show a lively interest in its work. Numerous delegations from municipal authorities in foreign countries visit Moscow and the Moscow Soviet every year. They are interested in the varied activity of the Moscow City Soviet and are eager to learn how it is elected and how it functions, what its budget is and how it manages its complicated urban economy and what the Master Plan is for the development of Moscow, and so on.

In this book, written especially for the foreign reader, the author has tried to answer these and many other questions of interest to our foreign friends. He would gratefully welcome the reader's response to this book and is willing to reply to all questions.

Vladimir Shapovalov

Chapter I

Moscow City Soviet of People's Deputies: a Representative and Fully Competent Body of State Power

How is the Moscow Soviet elected? Powers of the Moscow Soviet. Main trends of activity: industry; transport; capital construction, town-building and architecture; social and cultural public services; environmental protection; socialist legality, maintenance of state and public order, protection of the rights of citizens; development and strengthening of international contacts.

According to Art. 2 of the Constitution of the USSR, all power in the USSR is vested in the people, who exercise it through the Soviets of People's Deputies, which constitute the political foundation of the USSR.

The Soviets of People's Deputies occupy a leading place in the state mechanism. All other state bodies are controlled by and accountable to the Soviets. As bodies representing the people the Soviets form the basis of the whole state apparatus and of all state authority. It is through the Soviets, elective and representative bodies of state authority and comprehen-

sive organisations of the Soviet people, that the people as a whole are drawn, as Lenin put it, "into constant and unfailing, moreover, decisive, participation in the democratic administration of the state".[1]

The Soviets are not just simply elected collegiate bodies but mass organisations of the Soviet people, consisting of their representatives who are freely elected and replaced by the people. They are open and accessible to all Soviet citizens, to all classes and strata of Soviet society, to people of all trades and professions.

One of the cardinal advantages of the Soviets as representative institutions is the combination within them of representative and immediate democracy.

Representative democracy is the main form of sovereignty of the people, because it is only through the system of bodies of popular representation, Soviets, created by the people, and the state agencies under their control, that state authority is exercised and laws and other normative acts promulgated.

Immediate democracy means the direct participation of the public in the exercise of state authority, a direct expression of the people's will in the decision of state affairs. This manifests itself in different forms, including some that are recorded in the Constitution of the USSR, such as the nomination of candidates, elections to the bodies of popular representation,

[1] V. I. Lenin, "First Congress of the Communist International", *Collected Works*, Vol. 28, Progress Publishers, Moscow, 1977, p. 465.

electors' mandates, nation-wide public discussion of vital questions of state life and referendums.

Representative and immediate democracy combine to supplement and enrich each other, with one quite often turning into the other (for instance, at elections to the people's representative bodies or when a deputy of the Soviet is recalled by the electors).

As the main form of the popular rule the Soviets function to unite the Soviet people—workers, peasants and intellectuals, and all nations and nationalities of the country—into the socialist state of the whole people. The Soviets are the main link between society and the state and also the principal organisational fabric of socialist statehood. It is on the basis of the Soviets that the federation of sovereign socialist states—the Union of Soviet Socialist Republics—was formed, the 60th anniversary of which the Soviet people celebrated in 1982.

The Soviets as representative institutions act as the main mechanism of expressing and forming the will of the Soviet people, elevating it to state will and state policy. The election to the Soviets of representatives from all classes, social groups, nations and nationalities in the country conditions the monopoly right of the Soviets to act in state matters on behalf of the people. Every low-level Soviet, expressing the will and interests of the people in the area under its jurisdiction, participates in various ways in the formation of opinions and decisions of top-level Soviets.

In Moscow the City Soviet is the organ of state

authority and people's representation. In accordance with Art. 89 of the Constitution of the USSR it is a part of a single system of state authorities and, being one of the local Soviets, also represents a part of the supreme authority because it is vested with the power not only to resolve all questions within its jurisdiction but also to act as a vehicle of general state decisions.

This unity of central and local bodies, the support of the supreme authority by local initiative, reflects the main essence of the Soviets which is their inseparable link with the people.

The Moscow Soviet is a genuine representative body of state authority, through which almost the whole adult population of the capital is drawn into state administration.

The representative nature of the Moscow Soviet and the possibility offered to the general public for participating in its work are guaranteed above all by the democratic principles of the Soviet electoral system, recorded in the Constitution of the USSR and in the Law Governing Elections to the Local Soviets of People's Deputies of the RSFSR.

How is the Moscow Soviet elected?

In accordance with Art. 95 of the Constitution of the USSR, deputies to all Soviets are elected on the basis of universal, equal and direct suffrage by secret ballot.

The term of office of the Moscow Soviet is two and a half years.

This universal right to vote means that all Moscow

inhabitants, who are citizens of the USSR and have reached the age of 18 by the election day, may elect and be elected to the Moscow Soviet except persons who have legally been certified insane. The law forbids any direct or indirect limitation of citizens' franchise. Their rights in no way depend on origin, social or property status, race or nationality, sex, education, language, attitude to religion, or on the length of time a person has been resident in the city or on the nature of occupation.

Elections are the form in which Soviet citizens directly participate in state development and in which they express their will. The almost 100 per cent turnout of the electorate at elections shows how truly universal the elections to the Moscow Soviet are. For example, during the elections to the Moscow City Soviet of the 18th convocation, held on June 20, 1982, 99.99 per cent of the electorate voted. Of this number 99.5 per cent voted for the candidates to the deputies of the Soviet.

The high percentage of votes given to the candidates testifies to the Moscow Soviet's truly popular character. This is also demonstrated by the procedure of nominating candidates to the deputies of the Soviets and by the broad participation of mass organisations, work collectives and many thousands of voters themselves in organising and holding the elections.

In accordance with the Law Governing Elections to the Local Soviets of People's Deputies of the RSFSR, the Executive Committee of the Moscow Soviet forms 1,000 constituencies for the elections

to the Moscow City Soviet, each one of which elects one deputy.

The following organisations have the right to nominate candidates: local branches of the Communist Party of the Soviet Union, trade unions, the YCL, cooperative and other social organisations, work collectives and meetings of servicemen in their military units. Citizens of the USSR and mass organisations are guaranteed the right to free and all-round discussion of the political and personal qualities and competence of candidates to the Moscow City Soviet and also the right to canvass for them at meetings, in the press and on television and radio.

All the main questions connected with preparing and holding Moscow City Soviet elections are tackled by a wide section of the public in the form of election commissions consisting of representatives of their organisations, work collectives and meetings of servicemen in their military units.

Thus, a Moscow City election commission, 1,000 district election commissions and 3,200 area commissions were set up to hold the election to the Moscow City Soviet of the 18th convocation. About 72,000 people worked on these commissions.

The representative character of the Moscow Soviet is vividly reflected both in the quantitative and in the social composition of its deputies.

One thousand deputies are elected to the Moscow City Soviet. This significant number obviously reflects the fact that the Soviet capital is the most highly populated city in the country.

It must be said that many more deputies are elected to other local Soviets (such as territorial and regional) than to local government bodies in capitalist countries: between 150 and 500 deputies, with 600 deputies elected to the Leningrad City Soviet.

The quantitative composition of the Soviets is not determined by the population level alone. Above all, it is the reflection of the essence of the Soviets. The Soviets are not merely the elected collegiums but mass organisations of the Soviet people. They are working corporations combining legislative and executive work. The large number of deputies makes the link between the Soviet and the population closer and allows the Soviet to involve wide sections of the public in state administration.

Deputies of the Moscow Soviet represent all the strata of the city's population—workers, office employees, the technical, scientific and creative intelligentsia, servicemen and students.

Here are some data demonstrating the composition of deputies to the Moscow Soviet of the 18th convocation.

Among the 1,000 elected deputies 472 are workers at industrial enterprises, transport, communications, building and service establishments. Thus, representatives of the working class make up 47.2 per cent. 174 deputies are chiefs of various enterprises and organisations, engineers, technicians and other specialists from varied branches of the national economy; 164 are Party, government, trade union and

Komsomol workers; 72 deputies are scientific workers and lecturers at higher educational and technical secondary establishments; 7 are students; 29 are teachers and school directors; 31 are medical workers; 30 are employees in the fields of literature, art, the press, physical culture and sport. The Soviet Army and Navy are also represented in the Moscow Soviet.

The composition of deputies to the Moscow Soviet gives a very fair reflection of the social composition of Soviet society. Therefore, it fully expresses the will and interests of that society.

Muscovites send their best representatives to the Moscow Soviet. The following figures testify in particular to this: among the deputies of the Moscow Soviet are 37 Heroes of the Soviet Union and Heroes of Socialist Labour, 84 Lenin and State prize winners, 568 holders of Soviet orders and medals.

The composition of the Moscow Soviet is characterised not only by the scope and diversity of professions but also by a high educational level: 973 deputies on the roll have secondary and higher education, 109 deputies possess scientific titles and degrees, 14 of them being full or corresponding members of the USSR Academy of Sciences.

This composition of the deputy corps allows the elected persons to implement their powers, to efficiently manage state, economic and socio-cultural development in the city, comprehensively and thoroughly to examine and settle a wide range of questions within the jurisdiction of the Moscow City Soviet.

At every election to the Soviet the Communist

Party joins closely with non-Party members and nominates joint candidates. That is why in the Moscow Soviet side by side with Communists, numbering 507, there are 493 non-Party members, including 229 Komsomol members.

Communist deputies and non-Party deputies work in the Soviet maintaining close contact while exercising the will of their electors, the will of the people.

Women occupy a fitting place in the Moscow Soviet: there are 456 women deputies, or 45.6 per cent.

Side by side with deputies who have long and extensive experience of state, social and economic work, there are many representatives of young people elected to the Moscow Soviet: nearly every third deputy is under 30.

There is another indicator characterising the composition of the Soviet of the 18th convocation: 504 deputies, i. e., more than half, have been elected to the Soviet for the first time. Such removability of deputies is very typical: at every election new representatives of Muscovites go through the Moscow Soviet's school of administering state affairs and learn to resolve vital problems in the life of the country.

Moscow is the capital of the multinational Union of Soviet Socialist Republics and has representatives of many nations and nationalities resident in it. This aspect is reflected in the national composition of deputies of the Moscow Soviet, among whom there are Russians, Ukrainians, Byelorussians, Armenians, Jews, Georgians and representatives of other peoples.

Deputies of the Moscow Soviet exercise their authority without discontinuing their regular employment or duties. When elected to the Soviet they do not lose but, on the contrary, strengthen their ties with the electors. This is what makes the Moscow Soviet, along with other Soviets of People's Deputies in the country, representative and truly popular in character. The close relationship with the electorate throughout his activity is most essential and characteristic for a Soviet deputy. The deputy receives his powers, a mandate on administering the affairs of society, from his electors. He acts in their interests and together with them implements the policy of the Soviet state and the will of the people.

The entire activity of the deputies is controlled by the electors. In accordance with Art. 107 of the Constitution of the USSR, deputies report on their work and on that of the Soviet to their constituents and to the work collectives and mass organisations which nominated them.

Deputies of the Moscow Soviet must report on their work at least twice a year.

The accountability of the deputies is of great political significance: it is not only a form of control by those who have nominated and elected deputies over their activity but also one of the most important means of strengthening the Soviet's ties with the population and work collectives.

The electors, in accordance with Art. 6 of the USSR Law on the Status of People's Deputies in the USSR, have the right to recall their deputy at any time

if he fails to justify the confidence of his constituents or commits actions incompatible with the position of deputy.

The duty of a deputy to account for his actions and the right to recall a deputy testify to Soviet democracy and the genuine sovereignty of the people.

The powers of the Moscow Soviet

The Constitution of the USSR, while consistently expressing the process, under mature socialism, of heightening the role of local Soviets as organs of state power, has expanded the range of their authority in administering state, economic and socio-cultural development. This has become the political and legal basis, relying on which the Soviets have intensified their influence on the economy, social development and culture.

The Moscow Soviet exercises full power over the territory within its jurisdiction. By the resolution of the Supreme Soviet of the USSR of June 25, 1980 "On the Procedure of Putting into Force the USSR Law on the Basic Powers of Territory and Regional Soviets of People's Deputies" the Moscow Soviet is vested with the powers of the territory and regional Soviet.

The powers of the Moscow Soviet consist of the following: it resolves all local questions from the point of view of state interests and the interests of Muscovites; implements the decisions of top-level state bodies; controls the activity of 32 district and seven township Soviets; takes part in the discussion of questions of republican and Union significance and puts forward its suggestions on them.

Within its territory the Soviet directs state, economic and socio-cultural development; approves plans for economic and social development and the city budget; exercises general control over state bodies, enterprises, institutions and organisations subordinate to it; helps strengthen the country's defence potential; ensures observance of the law, state and labour discipline, the maintenance of state and public order and the protection of the rights of Soviet citizens.

Art. 147 of the Constitution of the USSR states that local Soviets shall ensure the comprehensive economic and social development of their area and, within the limits of their jurisdiction, also coordinate and supervise the activity of organisations of higher subordination.

The Moscow Soviet controls the observance of legislation by enterprises, institutions and organisations of higher subordination situated on its territory; coordinates and supervises their activity as regards land use, nature conservation, industrial, housing and other kinds of construction, employment of manpower, production of consumer goods, and socio-cultural and communal and other services and amenities for the public. The latter include: the maintenance of housing, modernisation of city amenities and planting trees and shrubs; developing the network of public catering and public health facilities and the protection and exploitation of historical and cultural monuments.

The wide use of these powers by the Moscow Soviet is of great importance for the harmonious, overall development of the city, for improving the living, working and leisure conditions of its population.

Under mature socialism, the functions of local Soviets become all the more significant in content and greater in scope.

This is reflected, first, in the increasing responsibility of the Soviets for the economy which they directly control; second, in the intensifying influence of Soviets over the organisations of higher subordination located in their area; third, in further developing the democratic forms of work conducted by the Soviets and their deputies.

There is hardly a sphere in the life of the city or of a Muscovite which the Moscow Soviet's activity does not touch. It may consider and resolve any question within its competence, which is fully recorded in the 1980 RSFSR Law on the Territory and Regional Soviets of People's Deputies in the RSFSR.

Let us examine the main trends of the activity of the Moscow Soviet in state, economic and socio-cultural development.

Industry

Moscow is one of the country's major industrial centres with prevailing highly developed branches of industry, such as car-building, instrument-making, ball-bearing, electrical engineering, radio electronic, as well as the textile, sewing and food industries. The enterprises of these and other branches of industry are directly subordinated to various Union and republican ministries. However, the Moscow Soviet has a quite substan-

tial influence on those branches of industry whose enterprises, regardless of their departmental subordination, are located in its area. This is because the industry is the main city-forming factor.

The legal basis of this influence is entrenched in the Constitution of the USSR and in the RSFSR Law on the Territory and Regional Soviets of People's Deputies in the RSFSR. It is specified in the resolution of the CC CPSU, the Presidium of the Supreme Soviet of the USSR and the Council of Ministers of the USSR "On Further Heightening the Role of Soviets of People's Deputies in Economic Construction", adopted in 1981 to fulfil the decisions of the 26th CPSU Congress.

The Comprehensive Programme for the Development of the Industry of Moscow for 1981-1990 has been worked out with the active participation of the Institute of Economic Problems of the Moscow Soviet's Executive Committee. It serves as a launching pad for working out annual and five-year plans for economic and social development in the city. The Moscow Soviet includes into these plans indicators of industrial development and of growth in industrial production, which are submitted to it by all the enterprises and organisations in its area, including those of Union and republican subordination. The suggestions of these enterprises and organisations on questions of land use, nature conservation, building, employment of manpower, production of consumer goods, and social, cultural and other services and amenities for the public are forwarded to the Moscow

Soviet's Executive Committee before they are presented to higher bodies.

The Executive Committee of the Moscow Soviet is vested with the right to coordinate and supervise the work of the enterprises and organisations located in its area on questions of providing them with manpower. It sets limits of manpower for them in accordance with the *Comprehensive Programme for Raising Work Efficiency and the Economic Use of Manpower in Moscow's Economy*. The Union and republican ministries and departments rely on these limits in working out their annual and five-year plans for the development of their branches.

The Moscow Soviet directs the development of production of consumer goods, coordinates and controls it at all enterprises located in the city.

Questions connected with production of consumer goods are examined at sessions of the Moscow Soviet, sittings of its Executive Committee and by standing committees. Special commissions have been set up under the Executive Committees of the Moscow city and district Soviets to control the manufacture and deliveries of consumer goods.

Starting with 1981 the Executive Committee of the Moscow Soviet began to draw up annual and long-term *Summary Plans for the manufacture of consumer goods* for all the city's enterprises. The volume of production of consumer goods in short supply has been determined for the 11th five-year plan period (1981-1985). Measures have been worked out jointly with ministries and departments to increase the pro-

duction of consumer goods by enterprises in all branches of industry, in particular light industry. It is planned to reconstruct in the city over 30 enterprises of this branch and boost the output of goods from the textile, sewing, knitting and footwear industries and improve the quality of products.

In order to provide Muscovites with a fuller supply of foodstuffs the enterprises of food, meat and dairy, fish and other branches of industry are increasing their capacities. In the 11th five-year period it is planned to commission a big dairy factory, a baby food plant, a meat-processing plant, a quick frozen meat factory, a bread and confectionery factory and other enterprises.

The construction and commissioning of these enterprises is of great importance in the implementation of the Food Programme of the USSR for the Period of up to 1990, considered and approved by the May (1982) Plenum of the CC CPSU.

Relying on the country's increased economic potential, the Party has set the task of providing the population as soon as possible with all kinds of foodstuffs, of boosting considerably the production of most valuable foodstuffs, working out extensive measures to fight with losses of agricultural produce, of improving the work of procuring, transport and trade organisations.

The Executive Committee of the Moscow Soviet with the participation of some ministries and departments has worked out the *Food Programme of Moscow for the Period of up to 1990*.

The capacities of the food industry and fruit and vegetable farming in the city have to be more effectively used within the framework of this Programme, and the work of transport, retail and wholesale trade and public catering establishments improved.

The provision of building, technical re-equipment, reconstruction, expansion and the comprehensive mechanisation of production will allow the output of basic foodstuffs from Moscow's enterprises to be increased by an average of 30 per cent, and of certain goods in increased consumer demand—by 50 to 100 per cent.

It is planned to put out over 100 new, more nutritious kinds of foodstuffs towards the end of the 11th five-year plan period.

All industrial construction in the city, regardless of its departmental subordination, is conducted on agreement with the Executive Committee of the Moscow Soviet. The Executive Committee bases the resolution of such questions on the general direction of the development of Moscow's industry, which envisages technical re-equipment, speedy reconstruction of old enterprises, mechanisation and automation of production processes and improvement of working conditions. The Executive Committee is an active participant in this work, because its Chief Department for Industrial Construction conducts practically all industrial building in the city.

Extensive work of reconstruction and technical re-equipment has been conducted at such major enterprises as the Serp i Molot Metallurgical Works, the

Kalibr Tool-Making Plant, Frezer Cutting Instrument Plant, Likhachov Car Factory (ZIL) and others. As a result, the technical level of production, the work efficiency of the capital's enterprises and the quality of output have been boosted and working conditions improved.

The work performed at the Likhachov Car Factory is one of the examples of the extensive reconstruction venture. Renewed old and newly built production, administrative and service buildings, dozens of complex and mechanised workshops and sections, hundreds of automated and flow mechanised lines, a network of conveyers and transporters 130 km. long, an automated system of controlling all production — such is the ZIL Car Factory today. Lorries with the plant's trademark are used in many countries.

In the field of local industry the range of powers of the Moscow Soviet is especially wide. The Executive Committee of the Moscow Soviet directs industrial enterprises and amalgamations, ensures the fulfilment of production and financial plans, controls the use of fixed assets, circulating means and the quality of the output, approves the results of their financial and economic activity through the corresponding administrative branch bodies (e. g., the Chief Department for the Building Materials and Building Parts Industry, the Department for the Metal-Processing Industry, the Department for Domestic Chemicals and Rubber Goods, the Department for Bakeries, etc.). It also conducts programmes for the introduction into production of new machines and advanced technology,

the mechanisation of labour-intensive processes and effective use of plant and materials.

The main industrial branches subordinate to the Moscow Soviet are the industries of building materials and parts, machine-building, metal-processing and wood-processing and the chemical, light and baking industries. The production plans for the most important kinds of items are drawn up by the City Planning Commission on the assignments of the Moscow Soviet's Executive Committee, and only for certain items they are worked out in the economic plans of the USSR and the RSFSR.

The enterprises of the Moscow Soviet manufacture a varied range of products to satisfy the requirements of Muscovites: electric domestic appliances and fixtures, leather and plastic goods, rubber footwear, women's dresses, linen, metal goods, domestic chemicals, as well as a wide assortment of bread produce. The industry of building materials and parts works entirely for the city's needs and provides its mighty construction conveyer belt with all the necessary materials and parts.

Transport

Transport which is required to ensure the normal functioning of the entire city organism has a special role to play in the life of Moscow.

The Executive Committee of the Moscow Soviet directs the passenger transport enterprises and organisations through its Chief Department for Passenger Transport, which has bus, trolleybus and tram depots within its authority, and also through the De-

partment for Automobile Transport with its taxi pools.

As for the Moscow Metro, it came for many years under the authority of the Moscow Soviet and only in 1975 it was subordinated to the Ministry of Railways. However, the Moscow Soviet has retained the right to determine the development perspectives of the Metro and to approve its development pattern and the districts where future Metro lines are to be built in a planned period (year, five-year period, etc.). It also coordinates the intensity of traffic on the lines, depending on the change of passenger load owing to the migration of the population which is caused by the wide-scale construction of new districts and by other factors.

All kinds of passenger transport together carry nearly 16 million passengers daily. The Metro is the chief means of transport with its 184 km. of lines and 115 stations. Its share in the city's passenger traffic is 40 per cent.

Besides the Metro the city boasts a highly developed ground passenger transport, consisting mainly of trolleybuses and buses.

Operating in the city are nearly 350 bus routes totalling over 4,400 km., on which 5,500 buses operate carrying 33 per cent of passengers.

Owing to the sweeping scope of housing construction and the continuing development of new outlying districts into which hundreds of thousands of Muscovites are being resettled, dozens of new city bus routes are opened annually and the bus depots are provided with new vehicles.

The trolleybus occupies second place among the city's ground transport in the volume of passenger handling (16 per cent). Nearly 2,500 trolleybuses operate on over 70 routes totalling 1,000 km. In the development of ground transport preference is given to trolleybuses. They are the cleanest type of transport and do not pollute the environment.

Trams handle 11 per cent of passengers. Their lines have been preserved only outside the central part of the city. The 35 tram routes total nearly 500 km. with 1,300 tram-cars operating on them.

The tram network in Moscow develops insignificantly and mainly in the city's outlying districts. In districts with busy car traffic tram tracks are gradually being removed. In the long term, as more and more Metro lines are built, the tram will gradually be replaced by non-rail transport.

Over 400,000 passengers use electric trains for commuting within city limits and nearly 500,000 use taxis.

The city's motor-car transport is developing at a considerable rate mainly because of the growing number of privately owned cars. Today these number almost 400,000 and, according to expert calculations, will in the long run reach 1-1.2 million. However, work on developing transport in Moscow is planned on the basis that the bulk of city passenger traffic on working days should be handled by public transport, while privately owned cars should serve mainly for leisure trips out of town.

The Executive Committee of the Moscow Soviet

approves the main indicators of the operation plan of the city's passenger transport. These include: the number of passengers carried; the number of buses, trolleybuses, trams and taxis; the issue rate of vehicles to service routes; the total distance covered by the transport; the number of passenger/kilometres; the rate of use of seating and standing room; profits and expenditures.

The main task of the Moscow Soviet in the comprehensive development of all means of urban transport is to provide Muscovites with transport in the maximum amount of comfort (high speed, regularity, etc.).

Data on the mobility of the population, a factor which is directly related to the distance from place of residence to place of work or cultural and service establishments, serve as the basis for determining the necessary volume of passenger traffic. The growth of new large housing districts demands a further development of transport and, above all, the construction of new Metro lines. Therefore, over half of capital investments earmarked by the Moscow Soviet for communal economy is channelled into the development of city transport, including the acquisition of rolling stock, the building of trolleybus and tram lines, the constructing and reconstructing of passenger transport depots, garages for taxis and repair works.

In recent years the scope of housing construction in Moscow has grown extensively. The building up of new free plots in the city suburbs has led to a considerable change in the territorial placement of the population. This in turn has created new problems in

the development of city transport, since the distance and the time of travel have increased. The distance of trips on ground transport from new districts to the city centre averages nearly 10-15 km., with trips taking from 45 minutes to one hour. The density of the Metro network and of ground transport has lowered by one sq. km. of the new city districts but on many bus, trolleybus, tram and Metro routes passenger traffic is above the set norms. This circumstance compels the Executive Committee of the Moscow Soviet to pay primary attention to the rapid development of all types of city transport, in particular the Metro.

Major construction, town-building and architecture

The Executive Committee of the Moscow Soviet directs major construction, town-building, architecture and the overall building up of the city. It ensures that major construction is implemented only on the basis of design and technical documentation which stipulates the effective use of modern machines, advanced technology and capital investments.

All the city planning and surveying organisations are, in the main, concentrated in the Chief Architectural and Planning Department of the Executive Committee of the Moscow Soviet. It has a Master Plan Research Institute which deals with questions of town-planning, prepares and issues architectural and planning assignments for the developing of plans for the general building up of free land, for water, gas and sewerage mains and area planning, for the construction of roads and other engineering structures,

and for improving the territories. The Executive Committee with the help of design organisations, arterial and specialised design workshops included in the system of the Chief Architectural and Planning Department resolves questions of building up the city at a high modern level.

In Moscow apartment houses, schools, children's nurseries, cinemas and polyclinics are built mainly according to standard designs, while administrative and public buildings of particular town-building importance are built according to individual designs.

The Executive Committee of the Moscow Soviet is entrusted with drawing up itemised lists for planning and surveying works and major construction. The itemised lists for planning and surveying work for future building ventures are first of all prepared by the design organisations of the Chief Architectural and Planning Department, where all the documents concerning city-planning are concentrated. Then, they are jointly considered by the City Planning Commission and the clients and only after that they are approved by the Executive Committee of the Moscow Soviet or by top-level bodies.

The Executive Committee is vested with the right to approve itemised lists for planning and surveying work for future building ventures:

on building housing, cultural and communal services with an estimated expenditure of up to 3,000,000 rubles;

on construction for the building materials industry, wood-processing industry, building industry, local

industry and other industries up to an expenditure of 1,000,000 rubles.

As regards the approval of the itemised lists for major construction, the Executive Committee is vested with broader rights. For instance, in building apartment houses the Executive Committee has the right to approve the itemised lists with an estimated cost of up to 5,000,000 rubles.

The effective use of capital investments is one of the most important tasks of the Executive Committee of the Moscow Soviet. Capital investments into the development of the city economy are subdivided into centralised and non-centralised.

The centralised capital investments include the means which the Soviet Government allocates the Moscow Soviet in the state plan for the economic and social development of the country.

The non-centralised sources of financing include the means which are being placed on the account of the Moscow Soviet by: house-building and other building cooperatives; social organisations; the means set by the corresponding normative acts on deductions for major construction from the volumes of work in individual branches of the economy; deductions from the accumulations of the local industry and communal service enterprises; the fund for the development of production and the fund for the socio-cultural undertakings and the housing construction of enterprises.

The centralised capital investments for housing, communal and cultural construction, the building of

educational, public health and trade establishments for all organisations situated in Moscow, regardless of their departmental subordination, are handed over to the Moscow Soviet and included in its plan.

Thus, practically all capital investments channelled into the development of the city economy are concentrated in the hands of the Moscow Soviet's Executive Committee. It must be added that all construction on the city's territory is coordinated with the Executive Committee of the Moscow Soviet and plots for construction are allotted according to its decision.

The comprehensive building up of the city is one of the principles of major construction in Moscow. It allows for the maintenance of the necessary level of public services in every estate (under estate we understand a group of apartment houses, with common service establishments and enterprises: i. e., schools, kindergartens and crèches, shopping centres, public catering and daily services, etc.). Regrettably, in practice construction is not always comprehensive. Whereas schools and nurseries are usually erected in new districts at the same time as apartment houses, the construction of the units of trade, public catering and cultural and service establishments very often lags behind the settling of new apartment houses. The Executive Committee of the Moscow Soviet is making every effort to solve this problem.

Housing takes first priority in the major construction plans of the Moscow Soviet and is conducted on a sweeping scale. Art. 44 of the Constitution of the

USSR stipulates the right of Soviet citizens to housing. Moscow is a good example of how this right is being implemented. Nearly 80,000 flats are built on the average every year. For instance, in 1982 Muscovites received apartment houses with a total floor space of nearly four million sq.m.

Today the city's housing consists of over 140 million sq.m. It is distinguished for its high level of comfort. Practically all apartment houses have gas, electricity, central heating, hot and cold water, baths and sewerage, and 67 per cent of them have lifts (houses up to five storeys high usually have no lifts).

Nearly 80 per cent of the Moscow population live in separate well-equipped flats.

In recent years the nature of housing construction in Moscow has changed drastically. For quite a long period, beginning with the 1950s, Moscow was built up mainly with five-storey fully prefabricated houses with small flats. This was because of an acute demand for housing, caused to a large extent by the Great Patriotic War of 1941-1945 and by the necessity to meet this demand as soon as possible. The absence of the necessary experience in designing and constructing fully prefabricated houses, as well as the use of thin-walled panels which had not been sufficiently checked up in practice, led to many planning and maintenance shortcomings, especially in houses built in an early period. This also resulted in a rather dull and monotonous architectural appearance of certain new districts. During the 9th five-year plan period (1971-1976) practically no five-storey houses were

built in Moscow and the construction of nine-storey and higher houses began and, starting with 1976, houses of 16 storeys and more. At present such houses make up nearly 60 per cent of total housing. But the main factor here is not the number of storeys but a significant improvement of the quality of flats. Contemporary Moscow industrial housing has moved from building apartment houses according to standard designs to erecting houses from panels and parts listed in the Unified Catalogue, from which houses are built differing in architecture, number of storeys, configuration, length and finish of facades. On the basis of the Unified Catalogue of new designs for apartment houses structural and architectural qualities, as well as the layout of flats, have been improved, i. e., there is an increase in the living area, in kitchen and hall and in the number of auxiliary premises, etc. The different planning designs of flats are largely in line with the demographic composition of the city's population. New projects both increase comfort and allow for the creation of interesting architectural ensembles of apartment houses.

As we know, housing in the Soviet Union is granted to its citizens free of charge and is distributed by local Soviets. While approving the annual plan of housing construction, the Executive Committee of the Moscow Soviet also approves the distribution plan of flats for a certain year. This plan envisages the distribution of flats:

to the Executive Committees of district Soviets for citizens on the housing list;

for resettling residents from houses due to be demolished during city reconstruction;

to house-building cooperatives;

to ministerial and departmental organisations to the amount of means they granted to the Moscow Soviet for their share participation in housing construction;

to building organisations to the tune of 10 per cent of living space built by them;

to mass organisations taking part in building at their own expense.

The development of the network of kindergartens and crèches occupies a special place in major construction plans. While the city has a constant shortage of manpower, pre-school establishments free women from household chores and allow for their involvement in social work. The Moscow Soviet grants considerable means for the expansion of the network of nurseries and kindergartens. For instance, in the 11th five-year plan period it has allotted money enough to build pre-school establishments for 60,000 children.

To speed up the construction of pre-school establishments the Executive Committee of the Moscow Soviet, besides allocations by the state plan, draws means from enterprises and economic organisations, deductions from the accumulations of the local industry, and additional means which accumulate as a result of over-fulfilment of the city and district budgets. For instance, it is planned to open additional pre-school establishments for 3,000 children in the 11th five-year plan period on

the means received from ministries and departments alone.

The Moscow Soviet pays much attention to school construction as well. Today almost enough schools have been built to ensure a study programme in one shift. But new city blocks are going up with the entailing inter-city migration of the population thus causing a demand for new school buildings in some city districts. It is planned to build school buildings for 110,000 pupils in the 11th five-year period. They will all be built according to new, improved designs with due account taken of modern educational requirements.

The network of various cultural institutions in Moscow is constantly being expanded.

These cultural institutions belong not only to the Moscow Soviet but also to various other organisations, such as the Ministry of Culture of the USSR, the Ministry of Culture of the RSFSR, trade unions and other mass organisations, and also to ministerial and departmental enterprises. The Executive Committee of the Moscow Soviet and its Chief Department for Culture coordinate their activity in the development of the network of cultural institutions. They examine all aspects of new construction and the reconstruction of the existing buildings of cultural designation, regardless of their departmental subordination.

The assignments for the expansion of the network of departmental organisations of culture are coordinated with the Executive Committee of the Moscow Soviet and included as a component of the summary plan for the development of cultural institutions in Moscow. The

Executive Committee constantly draws on the means of ministries, departments and enterprises for the development of the network of cultural institutions. New buildings for the Bolshoi Theatre Choreographic School, the Foreign Literature Library, the Moscow Art Theatre, the Central Puppet Theatre under the direction of Sergei Obraztsov, the Musical Theatre for Children, the State Art Gallery, the Palaces and Houses of Culture of a number of enterprises and organisations have been recently built from these funds.

The major construction plans of the Moscow Soviet in the field of public health are aimed at ensuring an optimal correlation between the medical requirements of the population and the satisfaction of those needs. In the 11th five-year period, for instance, the network of hospitals is to be increased by 16,000 beds and the number of polyclinics, which together receive nearly 50,000 patients in one shift, by 73. The Moscow Soviet plans the siting of hospitals for the whole city, while the development of polyclinics is determined according to neighbourhoods so as to bring the daily out-patient services nearer to places of residence.

The annual volume of major construction in the fields of trade, public catering, daily services and in other branches of the city economy is quite extensive.

The Executive Committee of the Moscow Soviet permanently controls through its subordinate bodies the major construction, the terms and quality of building and assembly work, observance of the designs and estimates at the housing, civil and production units, as well as the proper use of land plots allotted for

building units, regardless of subordination. The Executive Committee is vested with the right to ban or halt any construction works violating legislative requirements.

Social and cultural public services

One of the most important tasks of the Moscow Soviet is to satisfy the requirements and daily needs of Muscovites in all areas of public service. The sphere of services and, in particular, trade and public catering, communal, daily and medical services, lies within the jurisdiction of the Moscow Soviet and its Executive Committee and is the focus of their constant attention.

Moscow is a major trade centre with nearly 5,300 large stores, including 3,200 food shops and over 2,000 department stores which cater daily for nearly six million buyers. Every day they sell goods to the tune of 70 million rubles, while the annual goods turnover, the plan for which is approved by the Moscow Soviet, exceeds 20,000 million rubles.

The Executive Committee of the Moscow Soviet directs the work of this huge network of trade establishments through its Chief Department for Trade which, in its turn, has specialised trade organisations: Gastronom, Diettorg, Mosodezhda, Mosobuv, Mostekstil, Moskhoztorg, Moskulttorg, Moselektrobyttorg, Mossporttorg, etc.

The Executive Committee sees to it that the network of its trade organisations is constantly expanded and rationally located throughout the city districts and makes sure that shops selling bread and confectionery, milk and vegetables are evenly distributed throughout each district, close to places of residence.

Over the last few years the network of trade organisations in the city has both expanded and improved. Today the Executive Committee of the Moscow Soviet is primarily building big department stores and shops fitted with modern equipment. The network of specialised and firm department stores is being increasingly developed. Specialised trade permits the sale of a wider range of goods and the more accurate study of consumer demand in order to give recommendations to industry supplying consumer goods. Among the big specialised department stores are Dom Tkani (House of Fabrics), Dom Obuvi (House of Shoes), Dom Farfora (House of China), Dom Igrushki (House of Toys), Dom Mebeli (House of Furniture) and Legkoviye Avtomobili (Cars).

Department stores of industrial ministries producing consumer goods have been particularly successful. Today there are nearly 70 such stores in Moscow: Orbita of the USSR Ministry of the Industry of the Means of Communication selling TV sets, Men's Clothes of the RSFSR Ministry of Light Industry, Melodia of the USSR Ministry of Culture selling records, Everything for the Kitchen of the USSR Ministry of the Industry of Forestry and Wood-Processing, Okéan of the USSR Ministry of Fisheries, etc.

The opening in Moscow of specialised department stores such as Belgrad and Jadran (Yugoslavia), Polish Fashions (Poland), Vlasta and Praha (Czechoslovakia), Balaton (Hungary), Leipzig

(GDR), Bucharest (Romania), Ganga (India) and others testifies to the broad trade links with foreign countries. The Executive Committee of the Moscow Soviet has provided these department stores with excellent premises and modern equipment.

The collective-farm markets situated in many districts of the city play an important role in providing Muscovites with foodstuffs.

The city's network of over 8,000 restaurants, cafes and canteens can serve 750,000 guests at one time. All in all, they cater for over 5,500,000 people daily.

The Executive Committee and its Chief Department for Public Catering pay special attention to the development of the network of canteens at industrial enterprises and building sites, as well as at schools and higher educational establishments. Nearly 90 per cent of industrial, office and professional workers and over 80 per cent of students receive hot meals at their place of work or study. All schoolchildren receive hot lunches at school.

Besides canteens, restaurants and cafes also grow in number every year. The Russky and Kontinental restaurants, a night club, cafes and bars opened recently in Moscow at the Centre for International Trade and Scientific and Technological Contacts with Foreign Countries meet the most refined tastes. Equally interesting are the restaurants and bars for 4,330 guests in the Kosmos Hotel built and equipped on an agreement signed by the Executive Committee of the Moscow Soviet and the French firm Sefri,

and according to a design by Moscow architects. There are many other such establishments.

The daily services develop in Moscow as an important branch of city economy. They include 5,500 varied establishments sewing clothes, making and repairing footwear and leather goods, repairing domestic appliances, machines and metal articles, and also hairdressers and photo studios, laundries and dry cleaners, etc. These are all state establishments subordinate to the Moscow Soviet.

Service establishments are directed by three departments of the Executive Committee: the Department for Daily Public Services, the Department for Communal Services and the Department for Sewing and Repairing Clothes on Private Orders from the Public.

One of the most important of the Moscow Soviet's many social tasks is the concern for the health of the population. A broad and steadily expanding network of medical and disease-preventive institutions ensures prompt, highly qualified and free medical aid to all residents of the city. There are hospitals with 121,000 beds and polyclinics receiving 270,000 patients a shift in the system of the Chief Department for Public Health of the Executive Committee of the Moscow Soviet.

Medical care of the population is improved through the development of the network of medical establishments and the provision of experienced personnel. Today there are over 70,000 doctors and nearly 140,000 nurses working in the capital's medical

institutions. Over 2,300 district therapeutists, over 1,500 district pediatricians, nearly 900 workshop doctors and an extensive well-organised and technically equipped ambulance service form the basis of Moscow's health service.

The Executive Committee of the Moscow Soviet directs the entire health service in the city and takes measures to develop the network of medical institutions, strengthen their infrastructure and their rational placement throughout the city. It coordinates and controls the activity of all health institutions, enterprises and organisations in working out and implementing measures in the field of health care, prevention of diseases and sanitary and epidemic welfare of the population. The Executive Committee organises work aimed at maternity and child protection, the improvement of working, living and leisure conditions for women and conducts health-building programmes among children and adolescents.

The Executive Committee pays much attention to supplying Muscovites and medical and disease-preventive institutions with medicines and various articles for medical use. The Moscow Soviet runs nearly 500 pharmacies, some of which are open twenty-four hours, and over 300 branch pharmacies and kiosks, which operate in hospitals, polyclinics, railway stations, airports, and so on.

The further improvement of public medical care services greatly depends on how close the ties are between medical and scientific institutions, and on how promptly and extensively advanced scientific achievements are introduced in practice. The Executive Committee of the Moscow Soviet attaches great importance to strengthening these contacts. Today inter-district consultative and diagnostical centres have been set up at major hospitals with this purpose in mind, in which the employees of research and medical institutions work side by side with qualified specialists. A certain number of district polyclinics are attached to every centre. The establishment of these centres allows for a more effective use of scientific personnel, ensures continuity in the work of out-patient and polyclinical institutions and hospitals, and raises the quality and effectiveness of medical aid at polyclinics.

The Moscow Soviet has wide powers in the cultural sphere. It directs cultural, artistic and educational work and coordinates and controls the work of cultural and artistic organisations and institutions in Moscow regardless of their departmental subordination.

The Moscow Soviet has vast opportunities for conducting wide-scale and varied educational work among all social strata and groups of the population. Suffice it to say that it directs some 30 theatres and concert halls, 118 cinemas, numerous museums, dozens of Young Pioneer Palaces and Houses.

Moscow boasts nearly 400 city libraries, over 900 libraries belonging to trade union organisations and various departments, over 1,000 school libraries and nearly 2,000 scientific and technical libraries. Together they have over 360 million volumes.

Cinemas are very popular among Muscovites and are visited annually by 110 million people.

Over 450 lecture halls, clubs and people's universities have been opened at cinemas where meetings with film-makers, entertainment evenings and other undertakings are held regularly.

Work with the young people and children occupies a special place in the work of cinemas. Youth cinemas are situated in all city districts. There are 15 cinemas showing films for children of pre-school and school age. The Moscow Soviet directs publishing and printing houses, book-trading enterprises and organisations. Nearly 250 book shops, including 150 general, 20 specialised, 17 second-hand and four book-by-post shops come under its jurisdiction. Over 300 book kiosks at city enterprises and institutions annually sell over 100 million rubles worth of books. Four distributing centres supply Moscow libraries with books.

Environmental protection

Environmental protection is a major social and economic problem for which the Moscow Soviet is responsible. This is based on the requirements of Art. 18 of the Constitution of the USSR: "In the interests of the present and future generations, the necessary steps are taken in the USSR to protect and make scientific, rational use of the land and its mineral and water resources, and the plant and animal kingdoms, to preserve the purity of air and water, ensure reproduction of natural wealth, and improve the human environment." In this constitutional

provision ideas on environmental protection and the rational use of nature in people's interests have been raised to the level of state policy.

The republican laws on environmental protection and the USSR Laws on the Protection of the Atmospheric Air (1980) and on the Protection and Use of the Animal World (1980) are aimed at implementing this policy. The Soviets are entrusted with state direction and control of the use and protection of waters, forests, mineral resources, the atmospheric air, flora and fauna and with the implementation of environmental protection measures and measures for the preservation and restoration of natural resources. In Moscow's area these functions are carried out by the Moscow Soviet.

Improving the city's environment is an integral problem which is being resolved with the aid of town-building measures and undertakings to preserve the purity of the city's air basin, to protect rivers and ponds, to dispose of domestic and industrial waste, to expand the areas of greenery and to lower noises and sound vibrations.

The Executive Committee works out five-year plans for environmental protection, which are linked with the city's social and economic development plan. Thus, in the 10th five-year plan period 800 million rubles (three times more than in the 9th five-year plan period) were provided for implementing a set of environmental protection measures. Long-term scientifically-based plans aimed at environmental protection and the sensible use of natural resources for the

period of up to 1990 have been envisaged parallel with the five-year plans.

The planned and rational positioning on its territory of productive forces is a key problem in the city's development and in the improvement of sanitation and hygiene, and is a point permanently at the focus of the Moscow Soviet's attention.

Extensive work is conducted to improve the protection of the atmospheric air. This planned work has been going on in Moscow for nearly 30 years. Operating in the city is a system of laboratory control of the air basin's condition. It has stationary posts situated in every administrative district, industrial zone and along the main thoroughfares. The information obtained allows for the proper organisation and consistent implementation at all Moscow's enterprises of measures to reduce the discharge of harmful waste into the atmosphere.

As we know, industry and transport are the main sources of air pollution. Therefore, the Executive Committee in cooperation with the Executive Committees of district Soviets ensures that existing production processes are constantly improved and new ones introduced, and that purification units are built and harmful production eliminated at Moscow's industrial enterprises. During the 10th five-year plan period over 70 million rubles were spent on making the air basin healthier. Over 5,000 gas-and dust-arrester units were built at the city's enterprises. A considerable number of enterprises harmful in sanitary respects have been moved out of the city or reconstructed

and many of them have had their production technology altered.

The transfer of Moscow's coal- and oil-run thermal power stations and boiler rooms to gas has made the city's air basin healthier.

The level of gas from car exhausts in the city's atmosphere is lowered in several ways. First of all, this problem is tackled by branch research institutes which try to evolve fundamentally new kinds of machines and improve the existing ones. But this is all in the long term. At present the Executive Committee of the Moscow Soviet is concentrating its main efforts on improving the organisation of the car traffic, coordinating traffic control, improving traffic lights. This is because the reduction of the number of street crossings and, correspondingly, of the number of times cars stop will drastically reduce exhaust fumes. A computerised system Start has been devised to coordinate traffic in the capital.

To improve the organisation of public transport traffic the Moscow Soviet lays new roads and reconstructs the existing ones, builds speedways together with underground pedestrian passages and flyovers, and plants trees and bushes along and between roads.

The city's atmosphere is also being improved via a stiffer technical safety control of repaired vehicles. All city taxi pools have stationary checking posts equipped with gas-testing apparatus which helps to control the content of carbon monoxide in car exhaust fumes. Special posts for checking and regulating car

engines to the minimal level of toxicity have been set up at truck, car and bus garages. Technical service stations check and regulate engines to minimise the carbon monoxide content of the exhausts in private cars at the request of their owners. Lately gas-generating trucks have come into wider use. Their exhausts contain less carbon monoxide than cars using petrol. Preference is also given to the development and improvement of trolleybus and tram-car transport which has undoubted advantages over cars running on petrol in the sanitary and hygienic respect. And, of course, public transport, which today has an extensive network, is given priority development in this area.

The state of the city's atmosphere is kept under constant control. Three times a day—in the morning, afternoon and evening—the Central Altitude Hydrometeorological Observatory receives from its posts information about the condition of Moscow's air. The city's sanitary service also keeps the atmosphere under observation.

The modern level of scientific and technical development has allowed the Executive Committee of the Moscow Soviet to introduce in the city the country's first automatic system of atmospheric observation and control. With it, the state of the atmosphere can be determined at any moment, all measures taken in the city can be checked more objectively, short and long-term forecasts of the level of atmospheric pollution can be provided and specific suggestions can be worked out to make the air cleaner.

The USSR Law on the Protection of Atmospheric Air has, for the first time, established a unified system of norms for the entire country for the maximum permitted discharge of poisonous substances into the atmosphere, including the norms for the content of harmful substances in car exhausts. In this connection a comprehensive programme has been worked out to register the sources of waste discharge so as to determine the content and quantity of harmful substances, their concentration in the atmosphere, reservoirs, soil and snow and to limit their spreading. The quality of the habitat is analysed in industrial areas and also in the city centre, housing districts, green zones and in Moscow's environs within a 150-km radius.

For the 11th five-year plan of economic and social development all Moscow enterprises have included in their comprehensive plans measures directed at making the city's air basin healthier. These measures have been worked out with the participation of specialists and checked by a special state inspection so that every enterprise and every workshop are equipped with effective purifying units and this equipment operates efficiently. All in all, nearly 150 million rubles (more than twice the sum for the past five years) will have to be spent during the 11th five-year plan (1981-1985).

The Executive Committee of the Moscow Soviet and the Executive Committees of the district Soviets, their standing committees for environmental protection and the sections for the protection of the air basin set

up under these committees control the implementation of all relevant measures.

It is impossible to make the city's environment healthier without keeping water reservoirs clean. The capital's main water artery, the Moskva River and its tributaries, is a component of the city's architectural ensemble and creates in it a definite microclimate. In recent years extensive work has been conducted into removing waste deposits from the river bottom within city limits. Much is being done to clean and improve city ponds and other bodies of water.

Of great importance for environmental protection are the problems of making domestic rubbish and waste completely harmless. For such a big city as Moscow the main way of resolving this problem is by organising industrial processing of waste in special plants. The existing waste-processing and incinerating plants and those under construction in Moscow will, with time, bring an end to city dumps.

Further progress in the field of sanitary cleaning of the city can be attained only through the comprehensive mechanisation of the process of collecting, transporting and processing domestic waste, by using fundamentally new technical means and, in particular, by building centralised systems of vacuum pipe transportation of waste. Their wider application will considerably reduce unproductive expenses on transporting loose waste, eliminate manual labour and improve sanitary and hygienic conditions in the city.

The development of industry and building, the expansion of the network of communal, domestic service and trade establishments, the growth in freight and passenger transportation, the increased power and speed of cars and lorries, all lead to a sharp rise in the noise level in the city. This is especially high in apartment houses situated along major thoroughfares, at street crossings and squares and also near railway lines. This problem is also acute in the centre where the old town planning and building were not calculated to cope with intensive modern traffic. As we know, noise disturbs rest and sleep and lowers work efficiency. That is why, in the set of measures implemented by the Moscow Soviet for environmental protection, the fight against noise in daily life, at work benches and in the street is regarded as one of the topical tasks.

In recent years especially noisy enterprises, motor-transport depots and certain works and repair shops have been removed from a number of city districts to industrial zones or closed down altogether. At other enterprises noise from technological equipment has been considerably lowered.

Research and design organisations have compiled a noise map of the city's main thoroughfares and worked out methodological instructions in the planning and building of residential districts. This prevents the building of apartment houses in zones of extreme noise.

Noise-combating commissions, set up under the Executive Committees of the city and district Soviets, have included representatives of research and design institutes and other organisations. The commis-

sions have prepared proposals aimed at reducing city noise. They paid special attention to the sanitary and hygienic state of transport thoroughfares and surrounding areas and, in particular, to the elimination of the bad effect of harmful waste on the atmosphere and of noise on the people's health and work capacity. Various methods of planning streets and neighbouring areas are being worked out and the gas and noise protective properties of green belts analysed along with ways of their location.

Tree and bush planting is a prominent part of the environmental protection activity of the Moscow Soviet.

Greenery is a vital component of urban decoration and combines with architectural ensembles to determine a city's appearance. Moreover, the ecological effects of greenery are steadily becoming more obvious, especially in making atmospheric air healthier and lowering noise level. Greenery occupies over 32,000 hectares, or 35 per cent of the city's area. Moscow boasts 26 city and 58 district parks, 11 natural forest parks, 14 orchards, over 700 public gardens and 100 boulevards. Nearly 200,000 trees and two million bushes are planted annually in parks, along boulevards, streets, in public gardens and courtyards.

The Executive Committee of the Moscow Soviet has worked out and approved a *General Scheme for Planting Trees and Bushes* in Moscow, which envisages bringing the green area, taking natural forest parks into account, up to 30 sq. m. per city resident. The pattern of greenery is being matched with the

city planning structure. These are parks of residential and planning districts, central parks of planning zones and city specialised parks and natural forest parks. The forest parks and city and district parks are linked by public gardens and boulevards and find their continuation in the green areas of residential districts.

Thus, Moscow has a comprehensive system of measures aimed at encouraging a caring attitude towards nature, at preventing pollution of the air and water basins and the soil of Moscow and the Moscow area and at building up of the city and planting greenery in strict accordance with the existing sanitary and hygienic standards and rules.

Socialist legality, maintenance of state and public order and protection of citizens' rights

Strengthening of socialist legality, maintenance of public order and protection of citizens' rights is one of the most important general conditions for developing Soviet democracy and state organisation. The implementation of these powers, ensuing from the Constitution of the USSR, is given a special place in the activities of the Moscow Soviet.

The Moscow Soviet and its Executive Committee tackle this task either directly or through their organs—the standing committee for socialist legality and maintenance of public order, the Chief Department for the Interior, the Section for Justice, the Section of Registry Records, the Administrative Inspection, the State Arbitration Board—and also with the help of deputies and local community organisations, such as

voluntary public order squads, comrades' courts and others.

The Moscow Soviet and its Executive Committee ensure unswerving observance and implementation of all-Union and republican laws and other acts of top-level bodies of state power and administration on the territory under their jurisdiction.

Questions dealing with the consolidation of legality, law and order, protection of socialist property, the strengthening of state and labour discipline, the reception of citizens and consideration of their complaints and statements, the increasing role of the public in the strict observance of the standards and rules of socialist community life are regularly discussed at meetings of the Executive Committee. It systematically analyses the state of socialist legality in the city, works out and implements preventive measures to stamp out violations of the law.

The Executive Committee of the Moscow Soviet is granted the right to abrogate, in case of necessity, the acts of the heads of departments, enterprises, institutions and organisations subordinate to it. It can also halt the execution of acts which run counter to the law, taken by the heads of enterprises, institutions and organisations of higher subordination on land and water use, environmental protection, building, housing and communal economy, use of manpower, production of consumer goods and local building materials, protection and use of cultural and historical monuments and of social, cultural, trade and daily public services. The Executive Committee informs higher bodies

about the cases of abrogating such enactments on the said questions.

The Executive Committee directs the Chief Department for the Interior, ensures control for the observance of passport rules in the city, directs the fire-prevention service and the work of registrar's offices.

It coordinates the work of voluntary public order squads, comrades' courts and other local community bodies which are widely involved in the maintenance of public order in Moscow.

The Executive Committee pays special attention to legal education, the forming of socialist legal consciousness and the raising of legal culture among citizens. A coordinating methodological council on legal propaganda—an inter-departmental consultative body—has been set up in the Section for Justice. It includes representatives of the city trade union and Komsomol bodies, the Executive Committee's chief departments and sections: the interior, education, culture, justice, registrar's offices, city court and city collegium of advocates, city organisations of the Unions of Writers and Journalists, radio and television and newspapers. The coordinating methodological council gives recommendations and suggestions on methodological guidance and coordination of the activity of state bodies and mass organisations in the propaganda of legal knowledge. It also helps juridical and other institutions and organisations to enhance the level of socialist legal consciousness and citizens' legal culture.

The control of the observance of legislation on reli-

gious cults ranks among the important powers of the Moscow Soviet.

Article 52 of the Constitution of the USSR grants Soviet citizens freedom of conscience, that is, the right to profess or not to profess any religion, to conduct religious worship or atheistic propaganda.

The principal guarantees of the freedom of conscience in the Soviet Republic were proclaimed in the Decree on Separation of the Church from the State and the School from the Church (January 23, 1918), signed by Lenin. The Decree gave concrete and detailed form to these guarantees in the Decision of the All-Union Central Executive Committee and the Council of People's Commissars of the RSFSR on Religious Organisations of April 8, 1929.

According to these laws, state bodies shall not interfere in internal church (canonical) activity of religious organisations. In their turn, the latter shall not interfere in state matters.

To satisfy the religious requirements of believers, church buildings, objects of worship, and property intended for church service and other religious ceremonies were given over to religious societies for free use. In Moscow there are over 50 functioning churches and places of worship of religions, such as Orthodox, Old Believers, Jewish, and Muslim.

Protection of the rights of believers is one of the requirements of socialist legality. Soviet laws envisage strict and, at times, even criminal penalties for those guilty of violation of the freedom of conscience and free performance of religious rites.

Guided by the Constitution of the USSR, the Executive Committee of the Moscow Soviet, both directly and through the Executive Committees of district Soviets, ensures that Soviet legislation on religion and the right of citizens to profess any religion are strictly observed by religious organisations and churchmen and by Soviets, administrative bodies and mass organisations, their officials, by all Muscovites.

The consolidation of socialist legality and state and public order is a serious political task, in which local Soviets involve mass organisations and, through them, broad sections of the working people.

Developing and strengthening international contacts

In accordance with Art. 28 of the Constitution of the USSR, the Soviet state pursues the Leninist peace policy, supports the security of nations and broad international cooperation. Guided by the Fundamental Law of the country, the Moscow Soviet conducts extensive activity by developing and strengthening friendly ties and business cooperation with self-government and executive bodies of capitals and major cities of the world. These contacts grow and strengthen with every year. Whereas in the mid-50s the Moscow Soviet maintained contacts with 5 or 6 foreign capitals, today it has friendly ties with more than 70 cities of the world.

The Moscow Soviet maintains close and friendly links with the capitals of socialist countries. In recent years the Moscow Soviet welcomed the delegations of the Magistrate of Great Berlin and the Prague Natio-

nal Committee, the Presidium of the People's Council of Warsaw, the Executive Committee of the Budapest City Council, the Belgrade City Assembly, the Sofia People's Council, the Bucharest City Council, the Pyongyang People's Committee, the People's City Councils of Ulan Bator and Hanoi, and the Havana Assembly of People's Power.

Official delegations of the Moscow Soviet have visited all the capitals of the fraternal socialist countries.

The Moscow Soviet has developed ties with capitals of the countries liberated from colonialism as a result of the victory of national liberation movements. Delegations of the municipalities of Accra, Alger, Delhi, Lagos, Pnompenh and other capitals visited the Soviet Union at the invitation of the Executive Committee of the Moscow Soviet.

The Committee's contacts with the capitals and major cities of the capitalist countries have expanded significantly. Official delegations of the Moscow Soviet have visited Washington, Bonn, Paris, Rome, Helsinki, Baghdad, Tokyo, Stockholm, Vienna, Oslo and other capitals. Besides delegations from the above-mentioned capitals, delegations from New York, London, Ankara, Athens, Sydney, Munich, Dortmund, Düsseldorf, Geneva, Berne and other cities have also been to the Soviet Union.

The exchange of official delegations and personal contacts between top officials of city authorities promote the friendly ties and business cooperation between the Moscow Soviet and the municipalities of foreign countries, the mutual exchange of experience in the

field of building and developing the municipal economy and in resolving problems common for major cities.

Foreign guests show a lively interest in the construction and reconstruction of the Soviet capital, in the achievements of socialist town-building, which is based on the firm foundation of a socialist economy, state ownership of land and socialist planning.

The exchange of official delegations is by no means the only form of contact between the Moscow Soviet and the local authorities of foreign countries. These contacts take the most varied form and character: the exchange of specialist delegations, exhibitions, information material, and of design and technical documentation, participation in international conferences, the celebration of Days of Friendship, and so on.

The Moscow Soviet has sent the photo exhibitions *Moscow: the Capital of the USSR; Lenin and Moscow; Moscow Throughout 60 Years of Soviet Power* to many foreign capitals. Official delegations from the Moscow Soviet went to a number of countries to attend the exhibition openings. Prominent foreign political and public leaders attended these ceremonies.

The Moscow Days have been held in a number of foreign capitals and, correspondingly, the Days of these capitals have been held in Moscow. In recent years Moscow has held these mutual friendship celebrations with Belgrade, Berlin, Budapest, Warsaw, Prague, Sofia, Alger and Helsinki. The programme of these Days included the most varied events. For example, the programme of the Days of Moscow in Berlin includ-

ed the photo exhibition *Moscow Throughout 60 Years of Soviet Power*, describing all aspects of life in the Soviet capital, the achievements of Muscovites in industry and science, education and culture, public health and sport, and the new areas of housing construction and architectural monuments. During these Days Soviet films were shown, Moscow artistes performed, sportsmen from Moscow and Berlin competed, and delegations of the Soviet capital met working people of Berlin.

The programme of the Berlin Days in Moscow was wide and varied: concerts of Berlin artistes, a GDR film festival, Days of Berlin cuisine, friendly competitions between Moscow and Berlin sportsmen in swimming, volleyball and field hockey, and exhibition displays. Festive meetings, friendship evenings and photo exhibitions devoted to the GDR's achievements in the years of people's power were arranged at Moscow enterprises and organisations, which are collective members of the Soviet-German Friendship Society, and also at those enterprises that maintain contacts with their counterparts in Berlin.

The Days of Moscow in Berlin and the Days of Berlin in Moscow have become the lively festivals of friendship of the two fraternal capitals and of the peoples of the USSR and the GDR.

The delegation of the Moscow Soviet took part in the work of the November 1972 Tokyo conference of mayors of the world's major cities—Moscow, London, New York, Paris and Tokyo, devoted to problems of environmental protection.

The Second UN-Sponsored World Population Conference on Population and Urban Development, in which a delegation of the Moscow Soviet also participated, was held in Rome in September 1980. Taking part in the work of this imposing forum were mayors and specialist town-builders from 60 major world cities whose populations exceed or are estimated to exceed five million in the year 2000, such as New York, Chicago, London, Paris, Madrid, Rome, Rio de Janeiro, São Paulo, Lima, Mexico, Caracas, Bogota, Cairo, Lagos, Tokyo, Beijing, Shanghai, Seoul, Delhi, Bombay, Calcutta, Karachi, Dacca, Rangoon, Manila, Ho Chi Minh City, Jakarta.

Representatives of the government planning bodies from 30 countries in which these cities are situated participated in this conference along with representatives of the United Nations and a number of non-governmental institutions engaged in population distribution and town-planning.

The Rome Conference discussed the future of the cities, the problems and methods of planning metropolises and the problems and policies of national and regional authorities in the field of future urban development. Vladimir Promyslov, the head of the delegation from the Moscow Soviet and Chairman of the Executive Committee of the Moscow Soviet, delivered a report at the conference called "Moscow's Master Plan: an Important Factor of Planned Urban Development".

The experience of the development of Moscow, highlighted in the report, the main results of construc-

tion and reconstruction, the perspectives of further urban development in accordance with the Master Plan, the basic town-building and social measures being undertaken to create favourable conditions for a comprehensive solution to social, economic and town-building problems of forming a city of the future, all attracted great interest on the part of participants in the conference. This was all the more significant because great anxiety was evident in the reports of other conference participants about the worsening of economic and social problems in the development of their cities, caused by unplanned and uncontrolled urbanisation, such as the haphazard territorial growth of cities, unregulated increase in populations, speculation of land and housing, rising unemployment and crime.

Scientific and technological cooperation occupies a particular place in the foreign contacts of the Moscow Soviet, especially with the socialist countries. Many chief departments and departments of the Moscow Soviet's Executive Committee take part in direct bilateral and multilateral scientific and technological cooperation.

Foreign specialists in Moscow study questions connected with designing and building, the manufacture of building materials, the work of city passenger and freight transport, water mains and sewerage units, bread factories, trade and public catering, daily and communal service establishments.

In turn, specialists of the Moscow Soviet, on visits abroad, have acquainted themselves in detail with the

experience of designing, building and maintaining multi-storey buildings, the operation of waste-processing and incinerating plants, technical vehicle service stations, the manufacture and use of summer and winter road-cleaning machines, hotel maintenance, etc.

These mutually advantageous contacts produce a definite economic effect and influence the introduction of new technology and foreign technological processes into the Moscow economy.

The Executive Committee of the Moscow Soviet gives technical assistance in the assembly and construction of a number of foreign buildings. Many Moscow Soviet organisations participate in the practical execution of these ventures. Among the sites built abroad with their help are the Ho Chi Minh Mausoleum in Hanoi, the Assembly Hall of the Government of Cuba in Havana, a stadium seating 100,000 in Jakarta, a stadium seating 25,000 and a hotel in Conakry, a hotel and a restaurant in Brazzaville.

The Executive Committee renders technical assistance in building many units in Afghanistan. A residential district with cultural and daily service buildings has been built in Kabul. It is one of the most modern in the Afghan capital. A settlement with a school, a club, a kindergarten and a sports complex is being built for the workers of the Kabul house-building factory.

Building ventures conducted with the help of organisations of the Moscow Soviet are under way in the Mongolian People's Republic. For instance, many apartment houses have been built in Ulan Bator along

with several kindergartens and schools, a daily service centre, a food shop and a general store, a Young Pioneer camp, a library, a hotel with a restaurant, a post office, the Scientific and Technological Information Centre, a brick plant, a wool-rinsing factory, a workshop for reinforced concrete building parts and other projects.

The Executive Committee of the Moscow Soviet helps fraternal socialist countries to resolve their housing problems. Dozens of plants for producing reinforced concrete building panels and parts have been built with its assistance in Poland, the GDR, Hungary, Bulgaria and Romania.

The varied and extensive international contacts and cooperation of the Moscow Soviet benefit world experience in solving problems of big cities and promote the further development of the Soviet capital's economy with due account of advanced foreign experience, and are a weighty contribution to the implementation of the Peace Programme worked out by the Communist Party of the Soviet Union and the Soviet Government and directed at strengthening friendship and cooperation between all countries and peoples and the consolidation of world peace.

Chapter II

The Plans and Budget of the Moscow City Soviet of People's Deputies

The drawing up of plans for comprehensive economic and social development. The Master Plan for the development of Moscow. The budget.

As a major industrial, transport, scientific and cultural centre of the Soviet state, with its complex urban economy subordinate to the Moscow Soviet and multi-branch economy under the jurisdiction of many ministries and departments, Moscow develops and can only develop successfully on a socialist scientific planned basis.

It is the constitutional responsibility of the Soviets of People's Deputies, recorded in Art. 147 of the Constitution of the USSR, to ensure the comprehensive, all-round economic and social development of the area within their jurisdiction.

It must be emphasised that the Constitution of the USSR of 1977 considerably expanded the powers and

the role of the local bodies of state in administering the economy and in working out and implementing territorial complex plans, and created a necessary legal groundwork for the life of the city as a unified and independent body of economic planning.

The urban aspect of territorial planning, the desire to raise the effectiveness of the use of the city's potential on the basis of a rational combination of branch and territorial planning has become increasingly important during the last few years. This is not accidental. A huge economic potential, over three-quarters of fixed assets, is concentrated in the cities of this country whose dwellers make up 64 per cent of the country's population. This is especially true with regard to Moscow which occupies a leading place in the Soviet economy.

Moscow's economy develops on the basis of the *comprehensive annual and five-year plans* which determine the tasks in the field of industry, major construction, transport, improvement of the people's welfare, public education, health and culture and in all other spheres of public services.

Unified summary plans are worked out for all branches of the city's economy, including the Moscow Soviet's municipal economy, and also for the industries of Union and republican subordination by ministerial and departmental enterprises and organisations situated in the city. Thus, branch planning is combined with territorial planning, forming a groundwork for effective management.

How are these plans drawn up?

The drawing up of plans for comprehensive economic and social development

The drafts of the annual and five-year plans for comprehensive economic and social development of Moscow are worked out by the Planning Commission of the Executive Committee on the basis of suggestions by ministries, departments, chief departments and sections of the Executive Committee of the Moscow Soviet and the Executive Committees of the district Soviets.

This complicated and responsible task is tackled by the sections of the Planning Commission dealing with every branch of the urban economy and also with engineering, food and light industries, consumer goods, science and higher education, methodology and long-term planning.

The Institute of Economic Problems of the Comprehensive Development of Moscow's Economy has been set up under the Planning Commission. It is entrusted with working out the technical and economic principles of the integrated planned development of industry, urban economy, building, transport, research, etc., on the basis of the Master Plan for the development of Moscow. It is also responsible for working out suggestions for raising economic effectiveness of production, for the rational use of labour resources and for resolving social and other problems of city development.

All the ministries and departments which have enterprises and organisations in Moscow, while presenting the drafts of their plans to top-level bodies (the Councils of Ministers of the USSR and the RSFSR,

the State Planning Committees of the USSR and the RSFSR), also present them to the Executive Committee of the Moscow Soviet. The Planning Commission, with the participation of staff workers of ministries and departments, scientific institutions and enterprises and organisations, thoroughly examines and analyses these drafts which serve as the basis for future plans for the comprehensive development of the city's economy. Thus, the Executive Committee of the Moscow Soviet even at this stage can influence the volume and technical and economic indicators of Moscow's enterprises and organisations.

Taking due account of the suggestions of ministries and departments, the Executive Committee and its Planning Commission draw up a draft of the comprehensive plan which reflects the interests of the smooth development of the city's economy. The draft combines all the aspects of the economy (the requirements of workforce with labour resources, the volumes of capital investment with the capacities of building organisations, the indicators of the branches of material production with those of the development of the non-productive sphere, the removal from Moscow or change of specialisation of enterprises whose further development is inexpedient, etc.).

The plans for Moscow's comprehensive economic and social development are worked out according to a wide range of indicators characterising industrial production both in value and in kind, the output of consumer goods, the introduction of new machines and production processes, mechanisation and automation,

specialisation and coordination of production, technical re-equipment of industrial enterprises, reconstruction, expansion and construction of productive and non-productive units, population, labour resources, the number of workers, labour productivity, the training of workers and specialists with secondary and higher qualification, environmental protection and the development of the branches of the city's economy.

Besides volume indicators, a considerable place is occupied by qualitative indicators, above all, those of the quality of products, introduction of new machinery, the increment of production at the expense of labour productivity, reduction of manual labour and many others.

The draft of the plan for Moscow's economic and social development drawn up by the Executive Committee of the Moscow Soviet is presented directly to the State Planning Committee of the USSR where it is considered with the participation of the Executive Committee, ministries and departments. Then, the State Planning Committee passes it to the Council of Ministers of the USSR as an independent section of the state plan for the country's economic and social development. After it is approved by the Supreme Soviet of the USSR, the session of the Moscow Soviet approves a similar plan for Moscow.

The 10th five-year plan for Moscow's economic and social development in 1976-1980 was the first experience of comprehensive planning not only for the city but also for the city's economy as a whole. It envisaged the speeding up of scientific and techno-

logical progress in all branches of the city's economy, the balanced and combined development of the town-forming base and the non-productive sphere, the implementation of extensive measures in environmental protection and a steady rise in living standards.

The fulfilment of this plan and its implementation have brought impressive success in capital's development.

The volume of industrial production in Moscow went up in the 10th five-year plan period by 21 per cent. Just as in previous years precision engineering, instrument-making and other branches which determine technical progress in the economy have developed at a very rapid pace. The light industry and the textile, food, meat and dairy industries were also further developed. Qualitative indicators, characterising the effective operation of industry, have gone up considerably.

For the five-year period over 92 per cent, and in the last year of the period, 100 per cent of the increment of production, was obtained on account of growing labour productivity.

The output of top-quality products went up during this period by 160 per cent. This was achieved to a large extent by installing quality control systems in the city.

Five million square metres of industrial production floor space were built in the city over the five-year period, and eight big enterprises and 270 major units and capacities in the power, metallurgical, engineering, car, light, food, meat and dairy industries were put in-

to operation. Many enterprises were reconstructed, modernised and technically re-equipped. In the 10th five-year plan period 3,700 million rubles were channelled for this purpose as opposed to 2,900 million rubles in the 9th.

The plan's social programme was consistently implemented. City builders commissioned apartment houses with a total floor space of 22 million sq. m. This made it possible to improve the housing conditions of nearly two million Muscovites. The building of apartment houses was accompanied with a steady improvement in their architectural, planning and operating characteristics, an increase in the volume of construction according to new, improved projects with better planning, finishing and equipping of flats. The high rate of house-building was followed by the works to repair and improve the existing housing, the demolition of dilapidated buildings and those of little value. In apartment houses gas ovens are being increasingly replaced by electric ones. This undoubtedly creates better sanitary living conditions.

Moscow's passenger transport was further developed. Nearly 200 km. of trolleybus and tram lines were built or reconstructed in the 10th five-year plan period and 70 new bus and trolleybus routes opened. The city passenger transport received new tram-cars. Moreover, in that period another 20 km. were added to the existing Metro lines.

The 27 new buildings of automatic telephone exchanges provided Muscovites with 650,000 new telephone numbers.

In the 10th five-year plan period Muscovites were provided with over 500 new shops and general stores and 669 public catering establishments seating 154,000 people, while the retail turnover amounted to 80,000 million rubles. One hundred and two secondary schools and over 350 children's pre-school establishments were opened to 84,000 young Muscovites.

In the 10th five-year plan period extensive measures were undertaken to improve medical aid. A sum of 2,300 million rubles (25 per cent more than in the previous period) was channelled for this purpose. Nearly 30 new hospital buildings with a total of 8,500 beds, 70 polyclinics for 45,000 patients a shift, 30 new pharmacies and two optics shops were opened in this period. In order to solve the task set in the 10th five-year plan to protect women's and children's health, 23 children's polyclinics for nearly 10,000 patients a shift, two maternity homes with 230 beds each were built, along with a considerable number of women's health and consultation centres and baby food kitchens. Hospitals were fitted out with modern medical equipment and apparatuses.

Four new cinemas seating between 1,200 and 1,600 each, a Musical Theatre for Children, Durov's Animal Theatre and a new building for the Theatre of Drama and Comedy on Taganka have been added to the network of cultural establishments.

Even a brief review of the implementation of the 10th five-year plan for the city's comprehensive economic and social development shows what large-scale problems the Moscow Soviet has to tackle.

The Master Plan for the development of Moscow

Alongside the annual and five-year plans for Moscow and for other socialist cities, of great importance is the scientifically substantiated long-term plan, which ensures the planned development of all branches of the economy.

This document is the Master Plan for the development of Moscow. The *first Master Plan* for the capital's development, which was worked out by Moscow organisations and which involved the best architects in Moscow and the country, was approved by the Soviet Government and the Party's Central Committee on July 10, 1935. It was the first plan for the socialist reconstruction of a most prominent city on a scientific basis.

While the plan was being worked out, drafts which envisaged the preservation of old Moscow as a museum city and the building of a new city elsewhere were completely rejected. Drafts which planned the demolition of the old city and the building of a new one in its place also found no support.

According to the approved Master Plan the historically formed city had to be preserved and its radial-ring structure improved. This involved replanning and ordering of the network of streets and squares, thinning out over-populated districts in the city centre, increasing the areas of reservoirs and greenery, the proper distribution and rational organisation of residential blocks, industrial districts, transport arteries and recreational zones. Even the first Master Plan

featured one of the main propositions for the development of Soviet capital, which was not to allow it to overgrow into a city-giant.

In order to create favourable living conditions for the population it was planned to build 15 million square metres of living space in 10 years (a figure quite considerable for that time), develop a network of cultural and communal establishments, a road, bridge and transport economy along with water, gas and sewerage mains.

The rights of the Moscow Soviet's Executive Committee were expanded in order to ensure a firm discipline in town-building, in particular, new buildings within city limits, regardless of departmental subordination, could be built only with the permission of the Executive Committee of the Moscow Soviet according to the drafts approved by it and under its control.

Large-scale reconstruction work was launched in accordance with the Master Plan.

First of all, narrow streets which obstructed the normal life of the rapidly developing city were steadily replanned and reconstructed. Many streets were expanded by moving multi-storey buildings and demolishing small unimportant houses and by erecting new large public buildings and apartment houses. This has changed the appearance of the city, especially the centre, beyond recognition. Tram lines were removed from main roads and squares and trolleybus and bus routes were opened. City entrances from the incoming highways have been thoroughly reconstructed, 11 new

bridges spanning the Moskva River built and its banks reinforced with granite.

The year 1937 saw the completion of the canal linking the Moskva River with the Volga. This made it possible to increase the capacity of the city's water resources by 350 per cent. In 1938 the Eastern Watermains Station, Europe's biggest at that time, with a daily capacity of 600,000 cu. m. of fresh water, was commissioned to provide 85 per cent of the city's territory with a centralised drinking water supply. In 1939 the average daily water consumption per city resident reached 226 litres (as against 61 litres in pre-revolutionary Moscow).

Of great importance were the works done to improve the city's sewerage, centralised heat and gas supply.

The city's passenger transport system also underwent radical changes. The first stage of the Metro went into operation in 1935 and took the leading place in public transport. The number of trolleybus routes and machines servicing them have increased.

In that period the Moscow Soviet paid much attention to fulfilling plans in the field of cultural and public service development. Between 1935 and 1939 new schools were built, in which over 70 per cent of schoolchildren began their studies. Four hundred kindergartens and crèches, 24 hospitals and 11 maternity homes, as well as the Chaikovsky Concert Hall and the Central Soviet Army Theatre, were built at that time.

The implementation of the assignments of the first Master Plan for Moscow's development led to impressive social and economic changes in the life of the

Soviet capital. However, the treacherous attack on the Soviet Union by nazi Germany interrupted the work on the Master Plan. The war cost Moscow's economy over 400 million rubles in losses. Nearly 2,000 buildings were either destroyed or damaged. The state of housing sharply deteriorated. The roofing on 80 per cent of buildings was in decay and facades suffered considerably. Towards the end of the war nearly 90 per cent of central heating systems, half of the water and sewerage mains and electrical and gas equipment needed immediate repairs. The number of trade establishments was reduced, the fleet of lorries considerably diminished and passenger transport had lost much of its stock with the remaining vehicles worn out.

In 1946 the Moscow Soviet approved *the five-year plan for the rehabilitation and development of the city's economy (1946-1950)*, channelling 2,000 million rubles for this purpose. It took nearly four years of intense work for the main branches of the urban economy to reach and, in some cases, to exceed the pre-war level.

Nearly 1,500,000 sq. m. of housing were built in 1946-1950 and the old housing facilities were restored.

The Moscow Soviet concentrated much attention on the development of city transport. It must be said that the construction of new Metro lines did not cease even during the war. By 1945 the length of radial lines had reached 40 km. with 29 stations operating on them. By January 1950 the first section of the ring line, 6.7 km. long, became operational.

Ground transport also developed steadily. In 1950 alone the Moscow Soviet received 262 new buses, 33 trolleybuses, 56 trams and 1,246 taxis. In the five years three million sq. m. of road were laid or reconstructed. Nearly 100 food shops and general stores and 150-180 public catering establishments on average were opened annually. The network of daily service, public health, educational and cultural establishments was expanded.

Large-scale work was launched to install a gas supply in the city. The laying of the Saratov-Moscow and Dashava-Kiev-Bryansk-Moscow gas pipelines increased the city's gas resources by six times, making it possible to bring the level of gas installation in apartment houses to 75 per cent by 1950 and to supply gas to industrial and communal establishments, schools, hospitals, kindergartens, crèches and public catering establishments. This sharply reduced the consumption of coal and wood, thus improving the sanitary state of the city's air basin.

The tasks set in the first Master Plan were mainly fulfilled in the first post-war five-year plan period as a result of the extensive effort of the Moscow Soviet and its administrative bodies and the strenuous work of all Muscovites.

The new Master Plan for the city's development worked out by the organisations of the Moscow Soviet under the direction of the City Party Committee was approved in June 1971 by the CPSU Central Committee and the Soviet Government.

Calculated for 20-25 years with forecasts for the

year 2000 the Master Plan has opened a new stage in the development of the Soviet capital as the country's major political, economic, scientific and cultural centre.

This plan contains a most important town-building, social and economic principle—the stabilisation of territorial development and the regulation of the mechanical increment of the city's population so as to prevent it growing into a city-giant, which, as world experience shows, is very inconvenient for the life of its residents and is very difficult to control.

The problem of the planned, harmonious development of the capital is resolved through the rational distribution of productive forces in Moscow and the Moscow Region, taking due account of state measures aimed at the development of the country's economy. Therefore, the Master Plan was worked out simultaneously with the district-wise planning of Moscow and the Moscow Region. This allowed for the scientific determination of the scope of the development and the principles of locating the branches of the economy not only in the city but also in the surrounding region. It also made it possible to resolve problems of resettlement, the organisation of the system of cultural and daily public services, recreation, transport, water, gas and sewerage mains, protection of the environment and the historical heritage.

The intensive distribution of the productive forces in the immediate environs of Moscow within a radius of 50 km. has made this zone densely populated. What is more, the population in a number of

outlying districts of the Moscow Region is insufficient. The Master Plan limits any further concentration of production and population in Moscow and its immediate environs, and at the same time gives priority to the development of the region's outlying districts. This provides an impulse for the development of towns in the Moscow Region, increasing modernisation and improving their architecture.

The territory of Moscow and its region in terms of town-building is divided into two main planning zones:

— Moscow and its suburban zone with a radius of 50-60 km. from the city boundaries as the limit of further concentration of productive forces;

— the outer zone of the Moscow Region with a radius of 100-120 km. from Moscow—a region of basically industrial development.

The suburban zone is intended for the development of agriculture and recreation and also for the locating of the main units of the Moscow transport junction and water, gas and sewerage installations.

The part of the suburban zone which is closer to the capital, the natural forest-park protective zone, is the main link in the formation of Moscow and its region. Preventing Moscow from merging with the settlements of the Moscow Region, it serves as a reservoir of pure air for Moscow, organically linking the urban and rural landscapes. A continuous chain of green zones around Moscow beginning in its suburban zone and ending with Moscow parks is being formed using the existing and developing new forest patches, lakes, ponds and open agricultural land. The number of

settlements in the natural forest-park belt will diminish as a result of their amalgamation, while the architectural appearance and the amenities of these towns will be improved.

The Master Plan envisages the further improvement of the historical city planning and development, a caring attitude towards cultural heritage, the further successive development of the capital's planning structure aimed at improving the social organisation and living conditions of its residents through the coordinated locating of places of work, housing districts, public centres and recreation zones.

In order to use city land plots more effectively, they are strictly and functionally demarcated in the Master Plan. Habitable territories including residential estates, cultural and daily service buildings, city greenery, administrative-cum-public centres, cultural and other daily services make up nearly 70 per cent. The remaining non-habitable territory is taken up by the production zones, a railway junction, roads, lakes, ponds, rivers, technical zones of all kinds, etc.

The development of such a big city as Moscow requires that its structure is planned harmoniously. Throughout eight centuries Moscow developed as a radial-ring city with a single centre inside the Sadovoye Ring (a thoroughfare linking all the radial roads in the immediate vicinity of the centre of the city). When the city was not so large, this structure ensured the city's normal functioning. Today, when the city has grown considerably in size and its population has become multi-million, this structure, despite its many

positive qualities, has come into contradiction with the requirements of modern organisation of life.

Taking all this into consideration, the Master Plan envisages a polycentrical structure evolved by Moscow architects instead of the traditional monocentrical one: the city area is divided into eight planning zones with a population of up to one million in each, united by the system of the general city centre. Every one of these zones will have a social and cultural centre of its own, a relatively balanced correlation of manpower and jobs and a developed system of cultural and daily public services.

These planning zones are subdivided into 3 or 4 planning districts with a population of 250,000 to 400,000, and these districts, in turn, into residential estates with a population of 30,000 to 70,000 and the necessary complex of service establishments, production zones, orchards, squares, boulevards and local administrative-cum-public centres.

Thus, Moscow's population live in relatively small "towns". In each "town", or planning zone, its residents will live, work and spend their leisure time depending on convenience.

The city centre (within the Sadovoye Ring) and seven newly created centres of the city's planning zones will be united into a single whole by the ensembles of roads and squares.

Special importance is attached to the formation of the architectural appearance of Moscow's centre. It is the heart of the Soviet Land. It is the home of the Moscow Kremlin, Red Square, the Lenin Mausoleum,

the Central Committee of the Communist Party of the Soviet Union, the Presidium of the Supreme Soviet of the USSR and the Soviet Government.

The city centre is the focus of ministries and departments, theatres and museums, higher educational establishments and magnificent historical and cultural monuments. In accordance with the Master Plan it will retain its significance as the main historical, revolutionary, cultural, educational and administrative nucleus of Moscow.

The historical appearance of this part of the city is being carefully preserved. New buildings may be put up here only on an extremely limited scale and only in order to complete the previously planned reconstruction of the squares, streets and thoroughfares. Old buildings are demolished only in exceptional cases either when they have become dilapidated and have no historical or architectural value, or when together with other neighbouring buildings they fail to create a material medium characteristic for a certain period of the city's history.

Today nine preserved zones have been formed in the city centre with a special town-planning regime, encompassing the ancient and architecturally completed blocks and streets of old Moscow, the total area of which is nearly 350 hectares.

Let us describe just one such preserved zone—Kitai-Gorod (one of the ancient historical districts in the centre of Moscow. It supposedly received its name from the word "kita"— a bundle of poles which were used for putting up fortifications), or to be more exact, one of the streets of this zone—Razin Street. It is well known to Muscovites and to thousands of visitors to the Soviet capital, to anyone who after a stroll in Red Square heads for the capital's biggest hotel, the Rossia. Situated here is an inimitable corner of Moscow where the old and the new blend harmoniously.

Razin Street runs along the northern side of the Rossia Hotel. On the right side of it, as if in a museum, stands a row of magnificent architectural monuments: the delicate Church of St. Barbara built in 1796-1801 to the design of the talented architect, Rodion Kozakov; the Old English Court, a rare sample of civil 16th-century architecture; the Church of St. Maximus the Confessor built in 1698-1699; the buildings of the former Great Znamensky Monastery, including the cells of the monks and Father Superior, the Znamensky Cathedral and others dating from the 16th-19th centuries. After the hotel was built all these monuments were restored.

The left side of Razin Street is just as interesting. The former Middle Rows of Shops, standing at the beginning of the street, were built at the end of the 19th century to the design of architect Roman Klein. The monumental building of the Old Gostiny Dvor, designed by architect Giacomo Quarenghi, takes up a whole block between Khrustalny and Rybny Lanes. In its time this building was considered one of Moscow's finest. Next to it is the building of the New Gostiny Dvor, built in the traditions of the late classicism at the beginning of the 1840s to the design of an unknown architect. The Church of the Trinity in Nikitniki, a gem of Russian 17th-century architecture, stands in Nikitniki Lane close to Razin Street.

The restoration of architectural, historical and cultural monuments, of which there are nearly 1,800 in Moscow, is being conducted both in the centre and throughout the rest of the city.

According to the Master Plan, newly built and old reconstructed districts will gradually merge into highly artistic architectural ensembles featuring a new planning structure and a new social organisation.

The Master Plan pays much attention to the develop-

ment of the city's industry which, as is known, is the main town-forming factor. The plan envisages the increase in the capital's industrial potential, improvement of the quality of products and of working conditions not, as a rule, through building new enterprises, but through reconstructing and technically re-equipping the existing ones with due account for the latest achievements of science and technology, thus raising labour productivity and production efficiency.

The Master Plan envisages the development of industries requiring a high qualification: precision engineering, instrument-making, machine-building, radio-engineering, electronic and electro-technical industries, as well as branches connected with the output of high-quality consumer goods.

Sanitarily harmful enterprises, those causing a fire risk and also enterprises whose further development is economically inexpedient, will gradually be removed from the city or have their specialisation changed. It is planned to form 66 production zones in the city on the basis of the already existing groups of industrial and production units so as to locate industrial enterprises, scientific organisations and other production units more rationally. This will make it possible to unite a number of plants and factories into homogeneous production groups, to coordinate their main and auxiliary production units and services and to improve transport links between residential and industrial areas.

The programme of raising the people's welfare, resolving the housing problem, the public services

sphere, developing public transport and supplying the city with well-developed water, gas, central heating and sewerage network, occupies an important place in the Master Plan.

In order to provide every family in Moscow with a separate flat (19-20 sq. m. per person), it is envisaged to build apartment houses with a total floor space of 80 million sq. m. towards the end of the implementation of the Master Plan.

The network of educational, health, cultural, trade, public catering, communal and daily service establishments is being further developed in a complex with housing construction so as to fully satisfy the requirements of Muscovites and visitors to the capital. For this purpose it is planned, in particular, to build hospitals with a total of 100,000 beds, polyclinics for receiving 218,000 patients, schools for 550,000 students and kindergartens and crèches for 400,000 children, hotels for 133,000 guests and shops and stores with an overall trading area of 1,600,000 sq. m.

The Master Plan contains a vital solution to the transport problem, which these days is one of the most acute problems for all the world's major cities. The Moscow transport network will be further developed in accordance with the existing pattern of the Metro, roads, railways, air and water transport both in Moscow and in its region. It is planned to develop all kinds of city passenger transport to a level when the time expended on commuting from the place of residence to work for the bulk of the population will not exceed 40-45 minutes. This task is solved both

by dovetailing the development of all kinds of city and extra-city transport, with convenient transfers from one kind of transport to another, and by a more uniform distribution of jobs in the city by bringing them closer to residential districts.

In order to improve passenger transportation radically it is planned to develop the Metro network by extending the existing lines and by building new ones. Their total length will be increased to 250 km. and, in the long term, to 450 km. The length of trolleybus and bus routes will double as will the stock of vehicles.

Large-scale works of reconstructing the Moscow railway junction, combined with the solving of town-building tasks, are being conducted in accordance with the Master Plan.

It is also planned to supplement the historical radial-ring system of city streets and thoroughfares with a rectangular network of speedways with large traffic capacity by-passing the city centre.

City speedways are qualitatively new thoroughfares equipped with all kinds of devices ensuring high speed and the complete safety of traffic. The building of such roads, while radically transforming the city's street network, will make it possible to solve fundamentally the problem of the organisation of city traffic, to remove transit transport flows through the city centre and to ensure speedy and convenient inter-city links and exits onto state highways.

The network of city speedways will include Moscow's outer ring road, which serves as the city limit, and four thoroughfares crossing the city in its middle zone and

merging beyond the city limits with state highways.

City speedways which intersect with each other will run approximately five kilometres from the city centre, forming a rectangular grid, smoothly combining with the main radial and ring roads and avenues. They will mainly run along the railway right-of-way lanes, high-voltage line corridors, through clusters of industrial enterprises and main traffic flows. In the built-up sections, especially in the city centre, it is planned to build speedways in tunnels and long hollows.

The planned reconstruction of ground streets and roads will effectively solve traffic problems, especially in the city centre. Besides this, a system of underground transport thoroughfares, linked with large underground parking lots, will be created in future in the central part of the city to ensure both traffic and pedestrian safety. This will free ground thoroughfares from freight and transit traffic, considerably improve pedestrian traffic and increase the area for greenery.

To ensure the better organisation of traffic flows in Moscow, besides the construction of the rectangular road grid, two new ring roads will be built, one of which will link railway stations, the other one, the centres of the planning zones.

The comprehensive scheme for the use of the city's underground space, worked out in accordance with the Master Plan, includes the construction of nearly 100 new transport tunnels and bridges and 150 flyovers which will increase traffic speed, eliminate bottlenecks and congestions and reduce air pollution from exhausts. These and other works in the field of road traffic

construction are particularly important because the fleet of cars and lorries in the city is to increase considerably.

It is well known that urban engineering facilities, a city's life arteries, determine to a great extent the conditions of harmonious urban development.

Therefore, in the Master Plan the water supply, the development of the sewerage system, heat, electricity and gas supply and other difficult problems of engineering facilities have been scientifically solved. Master patterns of the city's water supply and sewerage mains have been worked out on the basis of the Master Plan.

The long-term development of the capital's water supply is based on the full satisfaction of the water requirements of all consumers, including city residents, industry and communal economy. By the end of the rated term 1,000 litres of water will be provided daily per Muscovite, including 550 litres for economic and domestic needs. This will exceed the present level of water consumption by approximately 50 per cent.

The system of water mains in Moscow will fully provide the city with fresh water and, at the same time, cover the deficit in drinking water of the settlements in the natural forest-park belt. The automatic system of controlling Moscow's water mains, the electrification of the main switch units on the trunk line, the interrelation between the systems of all water supply stations and the creation of special units regulating the work of pumping stations and underground reservoirs will make city's water supply highly reliable.

The developed system of industrial water supply will satisfy the requirements of all industrial enterprises in technical water.

The purification of all sewage will be concentrated at big aeration stations.

Electricity will be increasingly used in industry, the urban economy and daily services. The city will receive practically all its thermal supply from centralised sources. The share of the natural gas in the city's fuel balance will be 95-98 per cent.

All kinds of communication, as well as radio and television, will be further developed. It is planned to increase the capacity of the city telephone network, so that every flat has a telephone, and thus fully satisfy the requirements of Muscovites.

The Master Plan envisages the most advanced sanitation methods. Radical changes, in particular, are planned in the collection, removal and incineration of domestic and industrial waste. The improvement of the planning and designing solution of the system of rubbish chutes in buildings and the modernisation of refuse collection vehicles will exclude the use of manual labour in collecting, loading and unloading waste into lorries. New progressive pneumatic transport will be used in collecting and removing refuse.

By building new water reservoirs in Moscow it is planned to regulate the outflow of small rivers, place some of the beds of small rivers and streams into pipes and to plant trees and bushes on the territory previously occupied by them, thus improving these areas. It is

also planned to improve the existing water reservoirs occupying 2,400 hectares and build new ones with the total surface area of 10,000 hectares.

The further systematic planting of greenery is an important factor making the city's environment healthier.

The system of landscape gardening worked out in the Master Plan is an organic part of Moscow's planning structure. It envisages the creation of wedges of greenery starting in the natural forest-park protection belts and ending up in the central part of the city. Natural forest parks, city and district parks will be interlinked by public gardens and boulevards, which will be continued in the green plots of residential districts. Parks already formed and those newly planted will be organically included into the structure of future planning zones.

The new Master Plan is based on the need to satisfy all recreation and leisure requirements of Muscovites throughout the year. The entire area where the population of Moscow and of its region will rest forms the Moscow area of recreation, encompassing the interfluve of the Volga and the Oka rivers in the 130-150 km. radius from the capital and in several places emerging beyond the boundaries of the Moscow Region. This area includes highly picturesque spots and has convenient transport links.

Recreational zones are the main functional and structural elements of every complex. They are divided into the zones of popular long and short recreation; zones of tourism; children's recreation zones; zones

of seasonal stay in country homes and local recreation zones of regional towns.

The expansion of the system of recreation zones and complexes for the residents of Moscow and its region will require the development of considerable areas.

The planned structural system will make it possible to organise public leisure and recreation in a proper and economically expedient way, to introduce clear-cut functional zones in locating recreational establishments, to set up unified systems of transport, water and sewerage mains, and servicing and maintenance of these zones.

The forest-park protection belt surrounding the city will occupy a special place in the organisation of short periods of leisure. Intended for this purpose are the green tracts of land and beaches with an area of 106,000 hectares where up to 1,200,000 Muscovites at one time will be able to rest in summer and 840,000 in winter. Leisure zones of the administrative districts, rest homes of enterprises and departments, camping sites, motels, tent camps and boarding homes will be further developed. Extensive work is planned in creating sports facilities and in arranging a network of hiring, sleeping and catering facilities in public leisure zones.

Every zone, depending on its natural conditions, will have its own establishments. Park roads will be built in the recreation zones, and parking areas will be organised.

The implementation of all these draft suggestions will enrich the Moscow area and allow residents of

Moscow and its region to select a rest area to his or her taste.

Such, in brief, is the content of the Master Plan for the capital's development, an extensive town-building programme opening up new horizons for transforming the Soviet capital.

Over ten years have passed since the Master Plan was approved. Throughout those years the questions of its practical implementation have constantly been at the focus of attention of the Moscow City and district Soviets of People's Deputies, and the Soviet Government has rendered the latter extensive assistance in solving them.

How is the Master Plan being implemented? What has been done in the past period and what has yet to be done? These questions were the subject of special discussion at the 9th session of the Moscow Soviet of the 17th convocation held in March 1982.

It was noted at the session that extensive work had been conducted in the city. For instance, in the past two five-year plan periods (1971-1980) 31,200 million rubles were allocated for major construction in Moscow. Eleven million sq. m. of production facilities had been built at city's enterprises as a result of reconstruction work and technical re-equipment.

Much had been done to improve working conditions. During the 10th five-year plan period alone 100,000 sq. m. of service premises were built at enterprises of engineering, metal-processing and heavy industries and

50,000 sq. m. at enterprises of the food, meat, dairy and light industries.

The city's architectural appearance has seen noticeable changes. Among the unique buildings erected are the building of the Supreme Soviet Presidium and the Council of Ministers of the RSFSR, the International Trade Centre at Krasnaya Presnya, the editorial building of the *Izvestia* newspaper, the TASS building and others.

Many city districts have transformed considerably, changing their architectural appearance in connection with Moscow's preparations for the 1980 22nd Olympic Games. All the Olympic facilities were built on the principle that, having met all the Olympic requirements, they would satisfy the needs of Muscovites and beautify the city after the Games.

Thus, for instance, the Olimpiisky sports complex built for the Games includes an indoor stadium and a swimming pool, and forms a large social, cultural and sports centre.

The complex is unique. The hall of the indoor stadium is intended not only for sports competitions but also for various social and political forums, performances and other events. Additional seats installed in the pit plus the stands seat 45,000 spectators. It is the biggest indoor stadium in Moscow.

The size of the indoor stadium makes it possible to set up an athletic track here or hold football matches. Ice hockey tournaments or speed skating competitions can be held here on the largest covered ice rink in the world. The stadium's hall can be transformed into two halls, competitions in a variety of sports can be held at one time, such as basketball and volleyball, track and field, callisthenics and boxing. The total indoor sports area is 20 hectares.

The swimming pool, built in one complex with the indoor

stadium, is intended for staging swimming and diving competitions. Its permanent and temporary stands seat 13,500 spectators.

The hotel complex in Izmailovo is also among the Olympic facilities which have enriched the architectural appearance of the city. Five 30-storey hotel buildings accommodating 2,000 guests each, with comfortable single and double rooms, and a cinema-concert hall seating 1,000, restaurants and cafes seating 8,000, baths and other services have been built near the huge expanse of the Izmailovo forest park.

Extensive work has been conducted on renovating and restoring architectural, historical and cultural monuments. The scope of this work was increased following the passing, on March 1, 1977, of the Law on the Protection and Use of Historical and Cultural Monuments. Ninety million rubles were allocated for these purposes in the 10th five-year plan period alone.

Among the monuments restored in recent years are unique architectural complexes, ensembles and individual buildings of great pride to Soviet people. In particular, the ensemble of the Moscow Kremlin and Red Square has been fully restored. As a result of the demolition of old delapidated buildings near Borovitskiye Gates, the restored Pashkov House, the creation of the famous Russian architect Vassily Bazhenov, came into full view. The Bolshoi and Maly theatres, the old building of Moscow University on the Fiftieth Anniversary of the October Revolution Square, the Menshikov House in Ogarev Street, the Griboyedov House in Chaikovsky Street, the Novo-Spassky Monastery ensemble, the Krutitskoye Podvorye and others have also been restored.

While implementing the Master Plan, the Moscow Soviet paid primary attention to housing. Apartment houses with a total floor space of nearly 50 million sq. m. have been put up in the past 10 years. As a result of this 4,200,000 Muscovites have improved their housing conditions. Whereas in 1971 only 63 per cent of city residents lived in separate flats, by 1981 this figure had risen to 80 per cent.

New big housing estates have appeared distinguished for their high-quality architectural and planning solutions. Among them are Troparevo, Tyoply Stan and Yasenevo.

The experience of the *Troparevo* estate has graphically shown that seeming contradictions between high artistic requirements of modern town-building and the possibilities of industrial production can be overcome by the joint creative effort of architects, engineers and builders, and that industrial house-building justly occupies a leading place in the mass-scale housing construction in the Soviet Union. The creative quest of architects and builders has proved the possibility and expediency of erecting both apartment houses and public buildings from large prefabricated panels. The 16-storey and 22-storey apartment houses of an improved design, pre-school establisments, schools, a shopping centre and a large hotel complex built in Troparevo have a very expressive architectural and colour appearance. All the buildings were constructed from standard prefabricated panels with due account for best achievements of architectural and building practice. The buildings attract the eye by

the bright colours of the facades, skilful use of structural elements and the quality of architectural parts.

The architecture of the Troparevo housing estate is a contribution to solving the task of creating an aesthetically expressive architecture for housing solved by methods of large prefabricated panel construction. As a result of the experiment in Troparevo new prefabricated panel buildings began to be used on a broad scale in the mass-scale development of other residential districts.

On the basis of this experience, the Executive Committee of the Moscow Soviet expanded the field of application of prefabricated panels in city-building and began to build not just apartment houses from them, but also schools, pre-school establishments, polyclinics, hospitals, administrative and service buildings and hotels.

Further progress in housing, cultural and daily service construction, accompanied by the swift development of building science and technology and by the satisfaction of the growing requirements of the population, is closely connected with experimental building which serves as the main method of checking and developing new types of buildings for mass-scale construction, their planning and design solutions, technology of industrial manufacture and methods of planning residential districts. It also has a definite social nature, since it is connected with the creation of people's living environment that contains elements of the new and has a strong influence on their standard of living.

In recent years the Executive Committee of the Moscow Soviet has conducted one such social and town-building experiment by creating the pilot residential estate *North Chertanovo* where new apartment houses have a total floor space of 370,000 sq. m. and are populated by 20,000 residents.

The experiment's programme evisaged the creation of a town-building ensemble as a model of a residential area of the future, the introduction of the progressive system of public services with the application of latest technical means and methods, and also comprehensive use of underground space.

This estate is a single architectural ensemble, distinguished for its integrity and harmony, in which all the buildings and structures are interlinked into a single whole by the three-dimensional and spatial composition.

The alternation of the 16- and 25-storey complexes has given the ensemble an expressive skyline and a definite rhythm. The architectural theme of the facades is wide and varied and at the same time is united by the integrity of the artistic conception.

The entire territory of the residential area is free from all engineering and maintenance facilities, including thermal and transformer substations, garages and parking lots, which are situated underground. This has made it possible to plant more trees and bushes and make more sports- and playgrounds.

Garages for 3,000 cars have been built on underground floors of these buildings. All the houses are equipped with the system of centralised pneumatic refuse disposal with an underground refuse collection station situated outside the district.

A special feature of this estate is the varied planning of flats giving each family the chance to pick out a flat design to their taste. All in all, these apartment houses in the area have nearly 40 different types of flats. The lay-out flats can be transformed by moving light partitions.

The problem of bringing all kinds of services as close to apartment houses as possible has also been solved here, allowing a considerable reduction of unproductive expenditures of time by the

residents, especially that of working women, on various everyday needs.

The control service of this estate is fitted out with automatic devices, sanitary, technical, mechanical and other systems. Nearly 6,000 signals arrive at the control centre from all buildings and engineering facilities in the area. The centre keeps track of the main operational parameters of the engineering facilities in the systems of refuse disposal and vacuum cleaning and maintains remote control of lifts.

In order to expand experimental construction and application of large prefabricated panels, the Executive Committee of the Moscow Soviet has set up a special scientific-cum-production amalgamation for experimental prefabricated large panel housing. Its tasks are to further improve the industrial methods of erecting buildings and experimental construction of new types of apartment houses, schools, pre-school establishments, hotels and other buildings.

Besides housing vast work is under way to improve the maintenance of housing and preserve existing buildings. A sum of 2,300 million rubles has been expended on major and routine repairs.

During the 9th and 10th five-year plans the Master Plan provisions on the development of the entire sphere of public services were further implemented. In particular, 230 general secondary schools for 260,600 pupils, 560 pre-school establishments for 132,000 children, five theatres and 15 big cinemas were built during this period. At the same time nearly 3,000 shops and stores, restaurants, cafes and canteens and over 2,000 service establishments were also opened.

The network of medical establishments was expanded considerably. Muscovites received new hospitals

with 36,700 beds including several large hospitals of 1,000-1,200 beds each, 135 polyclinics which can cater to 100,000 patients in one shift. A number of big medical research centres were erected: the Oncological and Cardiological Centres, the Research Institute of Obstetrics and Gynaecology, the Institute of Tropical Medicine and Parasitology, and so on.

Growing tourist ties with foreign countries and the provision with better accommodation of Soviet and foreign guests arriving in Moscow resulted in a swift development of city hotels. The Moscow Soviet did a great deal in this respect in connection with the preparations for the 22nd Olympic Games. During the 9th and 10th five-year plan periods hotels for 35,000 guests were built in the capital, doubling their capacity.

As a result of large-scale housing, cultural, daily and communal construction the indices have in the main been reached in many kinds of services envisaged by the Master Plan for the beginning of the 11th five-year plan period.

All means of public transport have been further developed. The Metro lines have increased by 47 km. Trolleybus, bus and tram routes have increased and their stock has been renewed and considerably replenished.

The city has expanded its road network: new thoroughfares 170 km. long, 12 motor-road bridges spanning railway lines, three bridges, seven transport flyovers and 103 underground pedestrian passes have been built.

The reconstruction of the Moscow Outer Ring Road has begun, and this will take over huge flows of transit traffic passing through Moscow.

When the Moscow Outer Ring Road was first built its rated capacity was calculated at 25,000 cars and lorries daily. However, today the intensity of traffic on it has already reached 40,000 cars and trucks a day. Naturally, an acute necessity has arisen to bring this road into line with modern requirements. Today some of the reconstructed sections have already begun to operate here and when all the work has been completed it will turn into a modern highway with four traffic lanes in each direction, flyovers at different levels, underground pedestrian passes and illuminated road signs.

Another ring road is being built between the Moscow Outer Ring Road and the Sadovoye Ring. Part of it with big trestles and tunnels is already functioning. The completion of this new ring highway will considerably improve the traffic flow in the central part of the city and on radial thoroughfares leading to it, removing much transit traffic, especially lorries, from the Sadovoye Ring and ensure more convenient links between city districts.

In connection with the intensive growth in the number of cars, suggestions are being implemented on the locating of garages and parking lots both underground and on ground in residential areas and near shops, museums, stadiums, cinemas and theatres, etc.

Thus, the Moscow Soviet, taking into consideration the experience of major foreign cities, is doing everything to make sure Moscow is not overrun by a mass invasion of cars and is ready to ensure speed and safety traffic of big flows of cars and create conditions for a broader expansion of public transport, so as to better satisfy the requirements of Muscovites.

All kinds of communication were steadily developing in the last decade. The radio and television centre in Ostankino, an international trunk-line exchange and a telegraphic station were built during this period in Moscow. Over the ten years the total capacity of the city telephone network has nearly doubled and now comprises 2,800,000 numbers. To every 100 flats there are 77 telephones.

Large-scale works have been implemented in other branches of the urban economy.

The deputies of the Moscow Soviet, while discussing the implementation in the 10-year plan period of the Master Plan, emphasised that during those years a sound material basis was created for the further comprehensive development of the urban economy and the improvement of the living conditions of Muscovites.

At the same time the session noted unresolved questions and shortcomings which the Moscow Soviet and its administrative bodies are now trying to remedy. First of all, the city is still in dire need of housing. In a number of capital districts ground passenger transport is overloaded, especially where there are no Metro lines. Increased transport flows have overloaded certain streets and thoroughfares, especially in the city centre.

Despite the big volume of construction of trade,

cultural and daily service establishments, the average provision of the population in 1982 with trade, public catering, everyday and communal establishments, as well as with hotels and cultural institutions, turned out to be below planned for the given period.

The Moscow Soviet has planned measures to overcome these shortcomings, such as the accelerated construction of apartment houses, new Metro lines, expansion of the routes of ground transport, opening additional trade, daily service, communal and other establishments.

Taking into consideration the changes in the social, economic and demographic structure of the city, new state tasks and other factors, the Moscow Soviet has considered it advisable to work out the technical and economic principles of *the next Master Plan for the development of Moscow right up to the year 2010.* This is an extensive and responsible task which has to be tackled by the Executive Committee of the Moscow Soviet, its administrative bodies, district Executive Committees and the Institute of Economic Problems. Scientific institutions and design institutes of Union and republican ministries and departments and many other organisations concerned will also take part in this work. As a result the Soviet capital will receive new scientifically based development perspectives for a long-term period.

Budget

The Moscow Soviet has a sound and reliable financial basis for implementing plans for the capital's economic and social development and improving the living conditions of its residents. The city budget helps to carry out the Master Plan for city development, the annual and five-year plans for the economic, social and cultural activity of the Moscow Soviet.

The Moscow Soviet budget grows due to the increasing volume of economic, social and cultural activity. Whereas the Moscow budget for 1960 was 898 million rubles, in 1970 it was 1,402 million and in 1982—2,590 million rubles. Thus, the budget increased nearly three times in a little over than two decades.

Where do these means come from?

The bulk of the budget revenues come from money accumulations in the socialist economy. They are determined on the basis of planned indicators of increasing efficiency of social production, fuller mobilisation of reserves and stricter regime of economy. Revenue returns from state enterprises and organisations in the form of deductions from profits, turnover tax and other receipts made up 94 per cent of the city's budget revenue in 1982.

Profits play a considerable part in the formation of payments into the budget, 73 per cent of them being channelled into the Moscow city budget. The rest of these profits remain at the disposal of enterprises and organisations and are spent on further expansion of production, increment of normatives of their own circulating assets, formation of the funds of economic stimulation and other expenditures.

The payments from profits of the city's enterprises

and organisations subordinate to the Moscow Soviet make up 1,910 million rubles, or 70 per cent of the budget's revenues.

The fact that its revenues and outlays remain balanced, despite its own financial resources, is a characteristic feature of the Soviet budget, Moscow's budget included. Since Moscow does not have a sufficient number of its own sources of revenues to cover planned outlays, its budget envisages deductions from state revenues, among which the turnover tax is the most important national source, which acts as an effective lever regulating the profitability of industrial production. In 1982, 8,918 million rubles were received as the turnover tax from the enterprises and organisations situated in Moscow. Of this, 364 million rubles went into the city's budget.

The current system of taxes and duties collected from the population includes state taxes (income tax, tax on bachelors, single persons and those with small families), local taxes and duties (the tax from buildings, ground rent and the tax from owners of transport vehicles). The system of public taxation is drawn up with due account for the economic status of different social groups. Their share in the city budget makes up only six per cent and they do not represent a decisive source of revenues.

All the additionally received revenues remain fully at the disposal of the Executive Committee of the Moscow Soviet.

The main trends of Moscow's economic and social development are reflected in the expenditure part of

the city budget, which has a clear economic and sociocultural designation.

The main means of the budget go into the development of the urban economy, housing, communal, cultural and everyday construction, as well as social and cultural measures. Allocations for these purposes make up 98 per cent of the total volume of expenditures of Moscow's budget.

The fact that out of the total sum of expenditures for 1982 961 million rubles, or a third of all the financial resources, went into major construction, testifies to the creative character of the budget's expenditures.

In accordance with the course steered by the Communist Party and the Soviet Government towards resolving the tasks connected with raising the people's welfare, the expenditures in the Moscow budget have grown considerably on the development of the branches of the urban economy connected with public services.

Expenditure on maintenance and routine and major repairs of apartment houses made up 475 million rubles in the budget for 1982, or 18 million more than in the previous year. Over 92 million rubles were allocated for the maintenance of ground passenger transport and buying more comfortable buses, trolleybuses and trams.

It must be stressed that the Moscow Soviet annually allocates from its budget large sums both for housing and for city passenger transport. Such big subsidies to these branches of the urban economy are due to the fact that rents for flats and city transport fares

have remained the same for many years, whereas the maintenance expenditures of the housing economy and city transport steadily grow owing to the renewal of the stock, growing wages and other factors.

Expenditures on the development of public education, culture, the improvement of the public medical service and social security also grow with every year. In Moscow's budget for 1982 they rose by 4.4 per cent as compared with the previous year and amounted to 937 million rubles.

The Moscow Soviet pays special attention to children and this is reflected in the structure of the expenditure part of its budget. In 1981, 280 million rubles were allocated for the education and rearing of children and adolescents and on providing them with free textbooks, free meals for those of them (mainly in primary classes) who stay at school after study hours in groups with a prolonged day (in order to prepare homework, rest and have recreation under the supervision of their teachers until their parents return from work).

In the 1982 budget 13 million rubles were earmarked for extra-curricula work with children, including the upkeep of 57 children's sports schools, 45 Young Pioneer Palaces and Houses and other children's establishments.

Ninety-four million rubles were allocated for the upkeep of kindergartens and crèches. It is interesting to note that, on average, the state pays 453 rubles annually per child, while parents pay only 99 rubles.

Out of the large sums which are allocated for public health, in total 523 million rubles, 10 million rubles were allocated for free or subsidised medications for certain categories of patients treated at out-patient clinics (in hospitals all patients are treated free of charge), and two million rubles for free dentistry.

City improvement, planting and maintenance of greenery and major road repairs also demand large sums of money. The Moscow Soviet allocated 103 million rubles for these purposes in 1982.

Such is the expenditure side of the Moscow's budget for 1982, typical for any other year. Its distinguishing feature is a steady increase in expenditures on the development of all branches of the urban economy.

Chapter III

The Organisation of the Work of the Moscow City Soviet of People's Deputies

Sessions of the Soviet. The Executive Committee. Standing Committees of the Soviet. Administrative Bodies of the Executive Committee. The People's Control Committee. District Soviet Executive Committees. The Deputy.

The forms and methods of organising the activity of the Soviets of People's Deputies are determined by one of the most important principles of socialist democracy — the linking of legislative and executive state work and merging of administration with legislation. This is what distinguishes the Soviets from parliamentary institutions of the bourgeois type.

While noting the specifics of the representative organs of authority of the socialist state, Lenin pointed out that what distinguishes them from parliament is the fact that the deputies of the Soviets "have to work, have to execute their own laws, have themselves to test the results achieved in reality, and to account directly to their constituents".[1]

[1] V. I. Lenin, "The State and Revolution", *Collected Works*, Vol. 25, Progress Publishers, Moscow, 1977, p. 429.

The linking of the legislative and executive state work of the Soviets is conditioned by their leading status in the organisation of people's authority: the people execute all the state power belonging to them though the Soviets of People's Deputies, while all other state bodies are controlled by and accountable to the Soviets.

The specific feature of the Soviets as working institutions lies in the fact that their deputies—elected representatives of the working people—execute their authority without disrupting their production or office duties. As distinct from the parliamentary, the activity of Soviet deputies is not a profession.

As bodies of authority, the Soviets tackle a wide range of questions of state, economic, social and cultural development. They make decisions, see to it that these are executed and control their implementation.

The structure and the organisation of the bodies of authority of the socialist state ensure the implementation of this opportunity—making decisions and seeing to it that they are executed.

This is what conditions the activity of the sessions of the Soviets and also the setting up of those organs, in which deputies work and participate directly in implementing decisions. The Soviets form executive and administrative organs which handle current administrative work.

The executive apparatus is fully under the control of the bodies of authority and is responsible to them. The Constitution of the USSR makes it binding upon

the executive and administrative organs to account regularly to the Soviets and to the population.

The Soviets also set up auxiliary bodies called standing committees which make it possible, on the one hand, to involve deputies on a broad scale in their work and, on the other, to allow the majority of deputies to participate directly in administration and implementation of the decisions of the Soviets.

Finally, the active work of a deputy in a constituency, his links with the electorate, mass organisations and work collectives ensure the combination of legislative and executive functions in the work of the Soviets.

With these general principles in mind, let us examine the organisation of the work of the Moscow City Soviet of People's Deputies.

The sessions of the Soviet

The sessions of the Soviet are the main organisational and legal form of activity of the Moscow City Soviet. During its sessions alone the Moscow Soviet acts as a general meeting of all its deputies, in other words, as a collective organ of state authority.

The sessions make it possible to take full account of the experience and opinions of all the deputies and the electors they represent, make the most satisfactory decisions for the interests of the public and for local conditions.

The most important matters within the jurisdiction of the respective Soviets are considered and settled at their sessions in accordance with Art. 91 of the Constitution of the USSR.

Practically, the Moscow Soviet can consider and

settle at its session any questions of state, economic and socio-cultural development within its competence in accordance with the legislation of the USSR and the RSFSR. At the same time the Standing Orders of the Moscow City Soviet of People's Deputies determine, in accordance with legislation, the range of questions making up *the exclusive powers of the Soviet* which are *only* realised at its sessions.

What are these questions?

After every election the Moscow Soviet acknowledges the credentials of the elected deputies at the first session of a new convocation. To verify the credentials of the deputies, the Soviet elects from among its deputies a Credentials Committee, which is one of the Soviet's standing committees. Only after the credentials of the deputies are acknowledged in the report of the Credentials Committee does the Moscow Soviet proclaim itself to be an organ of state authority and begin its work as such, acquiring all the rights and duties of this organ and thus being able to begin carrying out its functions.

At its subsequent sessions the Soviet considers and settles questions involving the cessation of the credentials of deputies before their time in office has expired (by their personal statements in case they have changed their place of residence or moved to some other locality for a long period, are taken ill or in certain other cases envisaged by legislation when it is impossible for them to carry out their duties), as well as involving the acknowledgement of the credentials of deputies elected in place of those who resigned.

The sessions hear deputies' reports about the fulfilment of their duties and the implementation of the decisions and instructions of the Soviet and its organs.

The Moscow Soviet elects at its sessions its Executive Committee and alters its composition; sets up standing committees, elects and changes their composition; forms sections, departments, chief departments and other managerial organs with the same status; appoints and releases leading officials from their posts; sets up the Moscow People's Control Committee; appoints and releases its chairman from his post and approves or changes the composition of the Committee; elects the Moscow City Court and alters its composition; forms a committee under the Executive Committee to assist the preservation of historical and cultural monuments, along with other committees envisaged by legislation.

It is only at the sessions of the Moscow Soviet that the annual and long-term plans for the comprehensive economic and social development of Moscow, its budget and the reports about their implementation are approved. The draft of the Moscow Master Plan and the draft of the planning of the suburban zone are considered and the plans for measures concerning the fulfilment of the mandates of electors discussed and approved.

The exclusive powers of the Moscow Soviet include a number of control functions: at its sessions it hears reports about the work of the Executive Committee and its standing committees, the Moscow People's Control Committee and the Moscow City Court. The consideration at its sessions of the deputies' inquiries and the

decisions adopted on them is an effective form of control on the part of the Moscow Soviet of the activity of subordinate administrative organs and their officials.

It is only at its sessions that the Moscow Soviet is competent to revoke the decisions and orders of its Executive Committee, the decisions of the district Soviets and the resolutions of the Moscow People's Control Committee in cases where they contradict legislation.

In recent years the Moscow Soviet has considered at its sessions a wide range of problems connected with the development of the urban economy and with the improvement of all aspects of life of Muscovites.

Thus, the 5th session of the Moscow Soviet of the 17th convocation held soon after the 26th CPSU Congress, in March 1981, discussed the proposition that the capital's local Soviets should pay more attention to the needs and requirements of the population and to the further improvement of living, working and recreational conditions.

The Soviet adopted a decision which mapped out a concrete programme of measures to improve consumer services in the most diverse spheres. The fulfilment of this programme is having a definite effect on the improvement of living conditions in Moscow.

The sessions of the Moscow Soviet of the 16th and 17th convocations have discussed, among other things, questions concerning measures to improve Moscow's public transport service and the city amenities and the readiness of Moscow for the 22nd Olympic Games.

They also heard a report about the work of the standing committee of the Moscow Soviet for youth affairs.

The consideration at its sessions of topical questions allows the Moscow Soviet to manage the development of the main branches of the urban economy, to determine on the basis of collective experience the principal trends and the immediate tasks in city development and the improvement of living conditions of working people.

In accordance with the Constitution of the RSFSR the sessions of the Moscow Soviet convene at least four times a year, in other words, at least once in three months.

The observation of the terms of convening the Soviet's sessions is one of the requirements of Soviet democracy and social legality and an indispensable condition for the effective work of this body of state authority. Regular convocation of sessions ensures the prompt resolution by the Soviet of the most important questions in its competence and permanent control of the activity of the organs accountable to it and also makes it easier for deputies to combine their deputy and regular duties.

The procedure for preparing and holding sessions is regulated by the *Standing Orders of the Moscow City Soviet of People's Deputies*.

The sessions of the Moscow Soviet are convened by its Executive Committee both on its initiative and on the proposal of at least one-third of all deputies of the Moscow Soviet.

The Executive Committee of the Moscow Soviet handles the overall preparations for holding sessions.

The sessions of the Moscow Soviet are prepared in three main stages:

— determining the agenda, venue and time of the session;

— preparing matters to be discussed by the session;

— organisational and technical preparation of the session.

The Executive Committee, standing committees and the deputies of the city Soviet have the right to put forward motions to be considered by the session of the Moscow Soviet.

The city bodies of mass organisations, as well as district Soviets of People's Deputies may endorse proposals to be included on the agenda.

The Executive Committee selects the questions to be discussed at the session within the terms of reference of the Moscow Soviet with due account of the necessity for the timely implementation of the Soviet's exclusive powers, as well as the expediency and urgency of considering a question during the session.

The Soviet approves its long-term plan of work, which guides the Executive Committee in determining the draft of the session's agenda. Thus, the above-mentioned 5th session of the Moscow Soviet of the 17th convocation approved the plan, which included the following questions for discussion at subsequent sessions of the Soviet:

— the state and measures for further upgrading the quality and culture of the public medical service;

— the tasks of the Soviets, economic organs and managers of Moscow's industrial enterprises for boosting production, expanding the assortment of goods they put out and improving the quality of consumer goods;

— measures for improving public consumer services;

— the improvement of the living, working and recreational conditions of working women, maternity and child protection;

— the functioning of the Chief Department for Housing and Civil Construction and of the Chief Department for Passenger Transport in carrying out the mandates of constituents;

— the reporting on work of the standing committee of the Moscow Soviet on housing.

Although the plans map out a wide range of questions, other questions presented by life beside those planned beforehand often have to be discussed. This in no way belittles the role and prestige of the Soviet, which has adopted the plan, because the agenda of the session is finally approved by the Soviet itself.

Apart from the preparation of the draft of the agenda of the current session the Executive Committee determines the venue and the time of its holding. As a rule, the sessions of the Moscow City Soviet are held at the Hall of Columns in the Trade Union House, one of the city's best ceremonial halls.

After determining the venue and time and what is to be discussed at a session, the Executive Committee adopts a decision to convene the session and works out and approves the plan of the main measures to be

taken for its preparation. The plan determines enterprises and organisations which have to be checked; the officials responsible for the organisation of this checking, the summing up of the documents obtained and preparation of references, the drafts of the report and decision of the Soviet; the deadlines for the execution of this work, as well as the organisational and technical measures connected with the preparation of the session.

The Executive Committee forms committees, which, as a rule, are headed by Vice-Chairmen of the Executive Committee of the Moscow Soviet, to study the question to be discussed at the session and to prepare the drafts of the report and the decision of the Soviet. Standing committees and deputies of the Moscow Soviet, branch administrative bodies, representatives of mass organisations and various specialists are involved in the preparation of the session.

Deputies and other participants in the preparation of materials for the session check on the work of corresponding chief departments, departments and sections, enterprises and organisations subject to the jurisdiction of the Soviet, and also, within its terms of reference, get to know the work of enterprises and organisations operating outside the jurisdiction of the Soviet but situated within city limits. Deputies report on the results of the check-up and inform the leadership of the enterprises and organisations examined of their suggestions.

Being conversant with the state of affairs in a field during preparations for a session, deputies also control

the implementation of the decisions of the Soviet adopted earlier and take prompt measures to eliminate all shortcomings discovered.

While preparing the session, deputies help find out the opinions of the electorate on questions to be discussed at the Soviet. With this aim in mind they meet their electors in constituencies, acquaint them with the draft of the Soviet's decision and report the electors' remarks and proposals back to the Executive Committee or inform the Soviet about them in their speeches during the session.

In accordance with the Standing Orders, the draft decisions of the Moscow Soviet on the most important questions of state, economic, social and cultural development — such as on the work of the Executive Committee of the City Soviet, the approval of the plans of the comprehensive economic and social urban development, the city budget, the work of enterprises and institutions catering to the population — are discussed beforehand by meetings of work collectives and by the population at places of residence. All remarks and suggestions are recorded in the documents to be discussed by the Moscow Soviet.

The standing committees of the Soviet have to examine beforehand the draft decisions of the Moscow Soviet concerning the work of the Executive Committee, the approval of the plans for comprehensive economic and social development, the city budget and measures aimed at the fulfilment of the electors' mandates.

The Executive Committee approves the final text of

the report and the draft decision of the Soviet, taking due account of all the remarks and suggestions, and endorses them before the session on its behalf.

As a rule, a co-report prepared by a corresponding standing committee alongside the main report to the session is approved at a sitting of this committee and proposed on its behalf. Co-reports by standing committees are an effective form of deputy control over the state of affairs in corresponding branches and at the same time a means of active and direct deputy participation in the Soviet's decision-making.

It is important to ensure organisational and technical preparation for the session.

The Executive Committee informs all the deputies and the population about the time and venue of the session no later than two weeks in advance. Information on the date of convocation of a session is sent to every deputy, published in city newspapers and its text is broadcast over Moscow radio and television.

The Executive Committee supplies deputies beforehand with the draft decisions and other necessary documents on the main questions to be discussed at the session.

The procedure for holding a session of the Moscow City Soviet is laid out in detail in its Standing Orders.

The session is competent to begin its work provided that at least two-thirds of the total number of deputies of the Moscow Soviet are present.

The USSR Law on the Status of People's Deputies in the USSR considers it to be the duty of a deputy to

be present at every session of the Soviet and to take an active part in its work. This is quite understandable. The participation in the work of the Soviet of all or of the majority of the deputies ensures the collective discussion and resolution of questions within the competence of the Soviet. On the basis of Art. 104 of the Constitution of the USSR during the session of the Soviet deputies are released from their regular employment or duties, with retention of their average earnings at their permanent place of work. Deputies who, for valid reasons, cannot take part in the work of the session inform the Executive Committee before the session begins its work.

The sessions of the Moscow Soviet are held publicly and receive wide press, radio and TV coverage. Deputies of the USSR Supreme Soviet and the RSFSR Supreme Soviet, elected by Moscow's population, as well as deputies of the city's district Soviets, can take part with the right of a deliberative vote. Representatives of state organs, social organisations, work collectives, as well as individual citizens and mass media employees, are invited to attend the sessions of the Moscow Soviet. In case of need the Moscow City Soviet can adopt a decision to hold a closed session.

The sessions of the Moscow Soviet are held from 10:00 a. m. to 17:00 p. m., unless the Soviet adopts some other decision.

If there is a quorum of deputies, the Chairman of the Executive Committee opens the session of the Moscow Soviet and, if he is absent, one of the first Vice-Chairmen does so instead.

One should note the special features of the opening of the first session of a newly elected Moscow City Soviet. This session is convened by the Executive Committee of the previous convocation not later than two weeks after the election. It is opened by one of the eldest deputies of the city Soviet who delivers an introductory speech.

The Soviet elects from among its deputies the session's chairman and a secretary whose duty is to strictly observe the democratic principles of holding a session and to ensure its efficient working.

The session's chairman directs the sittings of the Soviet, makes sure there is a quorum at the session and observes the procedure of the work adopted by the deputies, gives the floor to the rapporteurs, co-rapporteurs and to those who wish to speak at the session. He also announces written inquiries, personal statements and references of deputies, opens the floor for questions and references, as well as remarks on the conduct of the session, proposals and amendments to the draft decisions of the Soviet, and for speeches on voting motives. The chairman calls for deputies' voting on questions which demand the adoption of the Soviet's decisions and announces its results; gives assignments to standing committees, deputies and staff workers of the Executive Committee and its administrative organs, the aim of which is to ensure the smooth working of the session.

The secretary of the session helps the chairman in carrying out his duties, draws up a list of persons who wish to speak at the session, and sees to it that the

verbatim report and the minutes of the Soviet's sittings are being adhered to.

The chairman of the session announces the draft of the agenda of the session and the work procedure. He finds out whether deputies have any additions or amendments to the proposed questions. Every deputy has the right to put forward his suggestions on the agenda and on the procedure of discussing these questions. He may add to or elaborate on the text of certain questions and make suggestions on the examination of other questions not included in the draft of the agenda.

Thus, deputies of the Moscow Soviet have the right to change the agenda of the session; it is the duty of the Soviet to examine their suggestions.

After the agenda of the session is approved the Soviet begins considering questions included on it.

Discussion begins with the report. After this comes the co-report which, as a rule, is delivered by the chairman of a corresponding standing committee of the Soviet. The commission, specially set up by the Soviet, reports on the work of the Executive Committee or of a standing committee of the Soviet.

Then comes the time for debate, in which every deputy has a full right to take part. The debate is not opened only in cases when the question is so clear that deputies decide to proceed to voting immediately after the report or communication.

Before the debate an editing commission is elected in order to account fully and reflect the opinions of deputies on the question considered and to work out

the final text of the draft of the decision of the Soviet.

Requests to give the floor during the debate are presented to the session's chairman. He grants deputies the floor to make their speeches in the order their requests have arrived.

Besides deputies of the Moscow City Soviet, participating deputies of the USSR and the RSFSR Supreme Soviets, top officials of Union and republican ministries and departments and of other state and social bodies, as well as representatives of the public invited to attend the session can also participate in the debate with a deliberative vote. However, deputies of the Moscow Soviet enjoy the right to speak first.

The Soviet can adopt a decision to transfer the questions on the session's agenda to the sittings of the standing committees of the Soviet. The conclusions, recommendations and proposals worked out by the standing committees are reported to the Moscow Soviet.

The debate on the question being examined is brought to an end on the decision of the Soviet. Before the debate is closed the chairman of the session informs the deputies of the number of those who put down their names for making a speech and of those who have already made one. Deputies, who have not had a chance to make a speech because of the debate being closed, may hand their suggestions and remarks to the chairman of the session in writing.

After the debate the rapporteurs and co-rapporteurs have the right to concluding remarks.

At a session of the Soviet deputies have *the right to make an inquiry* to the appropriate state bodies and

officials. This right is recorded in Art. 106 of the Constitution of the USSR and given concrete form in the laws on local Soviets. The deputy of the Moscow Soviet can demand and be given the necessary explanations from the Executive Committee of the Soviet, heads of its sections, departments and chief departments, as well as from heads of the enterprises, institutions and organisations situated on the territory of the Soviet, on any question concerning their activity within the Soviet's jurisdiction.

The right of inquiry, as we have already said, is realised only at sessions of the Soviet. However, an inquiry can be made to the Executive Committee of the Soviet by the deputy not only during the work of the session, but also a few days before it begins. In this case the question is included into the draft of the agenda of the session. If the inquiry is made by a deputy or a group of deputies in written, not oral form, it has to be announced at the session of the Soviet by the session's chairman.

The state body or official to whom this inquiry is addressed is obliged to give an oral or written answer to the inquiry at this same session of the Soviet. A written answer to an inquiry is announced by the session's chairman. If more time has to be given to prepare the reply to the inquiry, it can be granted within the term set by the Soviet and has to be reported at the session.

The deputy who has made an inquiry, as well as other deputies, may voice their opinion on the essence of the reply to the inquiry, suggest that it be taken into

consideration or open a debate in order to determine the attitude of the Soviet to the problem raised. The Soviet adopts a decision concerning the reply to the inquiry, by which it either takes the reply into consideration or gives an instruction to make an additional examination and take appropriate measures.

The use by a deputy of the Moscow Soviet of the right to make an inquiry increases the influence of the Soviet on the state of affairs in one or another sphere of state, economic and socio-cultural development. It is one of the effective forms of control on the part of the Moscow Soviet over the work of the Executive Committee, its sections, departments and chief departments.

Thus, at the 9th session of the Moscow City Soviet of the 16th convocation the chairman of the session received a written question from Deputy V. Balakirev addressed to the Chief Department for Major Construction and the Moscow Planning Commission with the demand to report at the next Soviet's session on measures taken to improve and speed up the construction of trade, daily service and cultural establishments in the new residential area of Bibirevo.

The inquiry was put on the agenda of the session. On the inquiry of Deputy V. Balakirev the Soviet adopted a decision to give the Chief Department for Major Construction and the Moscow Planning Commission an assignment to examine the deputy's question and report on the results at the next, 10th session of the Moscow Soviet. The Executive Committee and the standing committee of the Moscow Soviet for town-building were made responsible for the fulfilment of that decision.

The report of the head of the Chief Department for Major Construction, Deputy I. Boltovsky, on the results of the consideration of Deputy V. Balakirev's inquiry was put on the agenda of the 10th session of the Moscow Soviet.

I. Boltovsky reported to the deputies that the Chief Depart-

ment for Major Construction jointly with the Moscow Planning Commission, the Chief Department for Housing and Civil Construction and the Executive Committee of the Kirov District Soviet had adopted the necessary measures to ensure the commissioning in 1979 in Bibirevo of two kindergartens, 13 daily service establishments, a department store and a shop for household wares, and also to speed up the construction of a food store and a polyclinic, which were planned to be opened in 1980.

Capital investments totalling 3 million rubles had been allocated to ensure the construction and commissioning of these establishments. Material and labour resources were concentrated at the building projects, timetables of construction worked out and the control over their execution tightened.

On the inquiry of Deputy V. Balakirev the Moscow Soviet adopted a decision approving the measures and terms of the fulfilment of all the work of commissioning cultural and daily service establishments.

The Section for the Construction and Building Materials of the Executive Committee of the Moscow Soviet was entrusted with the control over the execution of the decision.

The subsequent check-up showed that all the planned works were fulfilled within the set term. The deputy's inquiry had yielded positive results.

Discussion of questions proposed for consideration by the Moscow Soviet is completed by *the adoption of a decision.*

The editing commission elected by the Soviet examines all the suggestions and amendments to the draft decision, voiced by the deputies during the debate, and reports to the Moscow Soviet the results of its work, with the deputies voting on every proposal and amendment.

Proposals and critical remarks of deputies made at the session, which are not reflected in the decision of

the Soviet or are not resolved at the session, are sent afterwards by the Executive Committee to its corresponding sections, departments and chief departments and to other state and social organisations, which are obliged to examine them within a month and inform the deputy and the Executive Committee of the results.

The decisions of the Moscow Soviet are adopted by an open ballot, by a simple majority of votes from the total number of deputies of the Soviet. The results of the vote are totted up by the chairman of the session or, on his instruction, by deputies of the city Soviet, and are announced by the chairman of the session.

General decisions are signed by the Chairman and the Secretary of the Executive Committee, while decisions on the election or changing the composition of this Committee—by the chairman and the secretary of the session.

The decisions are the main acts of the Soviet as a representative body of state authority and the result of the collective work of the deputies who exercise the will of the electors they represent.

The decisions of the Moscow Soviet, especially on such questions as the plan for the capital's economic and social development and city budget, determine the entire activity of the Executive Committee and of the branch administrative organs.

Adopted within the terms of reference granted to the Moscow Soviet by the legislation of the USSR and the RSFSR, its decisions are binding for all enterprises, institutions and organisations on the territory of the city, and also for officials and individual citizens.

The Executive Committee informs corresponding organisations, officials and individual citizens about the Soviet's decisions within ten days.

The suggestions and recommendations contained in the decisions and addressed to the enterprises, institutions and organisations of higher subordination situated within city limits, in accordance with Art. 39 of the RSFSR Law on the Territory and Regional Soviets of People's Deputies in the RSFSR, must be considered by the managers of these organisations within two weeks. If the decisions adopted by the Soviet are not carried out by them, the Moscow Soviet and its Executive Committee have the right to submit representations to the corresponding higher bodies about imposing a disciplinary penalty on these officials even up to dismissal from their posts. According to the law, the results of the consideration of these representations must be submitted to the Moscow Soviet within a month.

One should note in particular the decisions of the Moscow Soviet which establish certain duties for the entire population or for various groups, institutions, enterprises and organisations and which, if they are not observed, entail responsibility either in administrative proceedings or, in cases envisaged by the Criminal Code of the RSFSR, in judicial proceedings. These are the decisions taken in 1983 by the Moscow Soviet "On the Responsibility for the Violation of Public Order in the City of Moscow", "On the Responsibility for the Preservation and Proper Maintenance of Housing in the City of Moscow", "On the Rules of Trade at Collective-Farm Markets in the City of Moscow", and

"On the Observance of Cleanness and Order in the City of Moscow".

These decisions are enforced 15 days after their publication (if no other terms are set in a decision itself) and are valid for a maximum of two years, after which they lose force and must once again be adopted by the Soviet.

The communications about the sessions of the Moscow Soviet and the decisions adopted by it are published in city newspapers, broadcast over the radio and television and spread by other mass media. The full text of the Moscow Soviet's decisions is published in *The Bulletin of the Executive Committee of the Moscow City Soviet of People's Deputies.*

The publication of the decisions of the Moscow Soviet in the press and the wide publicity given them by the mass media and also through the deputies of the Soviet are of great importance for making known the work of the Soviet.

The decisions of the Moscow Soviet can be abrogated by the Presidium of the Supreme Soviet of the RSFSR on the only ground that they do not correspond to the law.

The adoption of a decision by the Moscow Soviet is only a beginning. This is followed by the extensive organisational work of implementing the adopted decision. The Executive Committee, standing committees, the deputies of the Soviet and branch administrative departments play an important role at this stage. They themselves join in the work and involve mass organisations and the city's population in it.

Executive Committee

The activities of the Soviets of People's Deputies do not cease in the period between sessions. The session's procedure presupposes the presence in every Soviet of a body which between sessions permanently carries out the powers of the Soviet in managing state, economic and socio-cultural development. The Executive Committees elected by local Soviets are precisely such bodies.

The Executive Committee of the Soviet of People's Deputies occupies the leading place in the system of administrative organs of the Moscow Soviet and is a component of a single system of the organs of state administration of the USSR.

Its status in the system of administrative bodies is determined, first, by the fact that it is elected by the Soviet from among the deputies as a collegiate administrative body of general competence for managing all spheres of state, economic and socio-cultural development within the competence of the Moscow Soviet, for organising the daily work of all other bodies subordinated to the Soviet, as well as the Executive Committees of the district Soviets and of institutions, enterprises and organisations of higher subordination within its jurisdiction.

Second, its status is determined by the fact that the Executive Committee is the executive and administrative body of the Moscow Soviet. This means that it not only carries out routine administrative work but is also involved in executive activity, in other words, it settles all questions within the jurisdiction of the

Soviet, excluding those which can only be settled at its sessions. But even in settling a number of questions within the exclusive competence of the Moscow Soviet, the Executive Committee has an important role to play, since it prepares these questions for the sessions of the Soviet.

Thus, the Executive Committee works out and presents for the approval by the Moscow Soviet the summary long-term and annual plans for comprehensive economic and social urban development, Moscow's budget and the report on its execution, as well as measures to carry out the mandates of the electors.

In between sessions it coordinates the work of the standing committees, appoints acting heads of sections, departments and chief departments of the Executive Committee and releases them from their duties with the following presentation of relevant decisions for the approval by the Soviet.

The Executive Committee convenes the sessions of the Soviet and ensures their preparation, organises preliminary discussions of the draft decisions of the Soviet on vital questions at meetings of work collectives and in residential areas, organises the fulfilment of the decisions of the Soviet and of higher state bodies.

If one adds to what has been said above that in its practical activity the Executive Committee of the Moscow Soviet tackles and settles in its daily work a diverse range of questions connected with industry, major construction, housing, communal and other services, trade and public catering, city transport, pub-

lic education and health, culture, leisure and sport, upbringing of young people, observance of social legality and the rights of citizens and with other branches of the economy and public services, it becomes clear how broad are the powers and how important is the role of the Executive Committee in the life of the city.

At the same time the Executive Committee is directly accountable in its activity to the Moscow City Soviet which has elected it and to the Council of Ministers of the RSFSR—the higher executive and administrative body of state authority in the Russian Federation. Thus, its subordination is double.

The accountability of the Executive Committee to the Moscow Soviet means that in its practical activity it is guided by the decisions of the Soviet and is duty-bound to execute them and to report regularly — at least once a year—to the Soviet about its work.

The duty of Executive Committees to report on their work to the Soviets which elected them, as well as to meetings of citizens at their place of work or residence, is recorded in Art. 149 of the Constitution of the USSR.

The entire activity of the Executive Committee of the Moscow City Soviet is controlled by the Regulations of the Executive Committee of the Moscow City Soviet of People's Deputies, drafted in accordance with the Constitution of the USSR, the Constitution of the RSFSR, and the RSFSR Law on the Territory and Regional Soviets of People's Deputies in the RSFSR and approved by the Moscow City Soviet.

The Executive Committee is elected from among the deputies at the first session of the Soviet of every new convocation. The size of the Executive Committee is determined by the Soviet. For example, the first session of the Moscow Soviet of the 18th convocation (1982) elected 25 members of the Executive Committee: Chairman, two First Vice-Chairmen, eight Vice-Chairmen, a Secretary and 13 members of the Executive Committee.

Vladimir Promyslov, a well-known Soviet state and Party leader, a member of the CC CPSU and a Deputy of the Supreme Soviet of the USSR, was elected Chairman of the Executive Committee for the tenth time.

Party leaders, government and trade union workers, as well as representatives of the workers and intellectuals, are elected to the Executive Committee. For example, elected to the Executive Committee of the Moscow Soviet of the 18th convocation are two secretaries of the Moscow City Party Committee, the secretary of the Moscow City Council of Trade Unions, the Chairman of the City People's Control Committee, the heads of the three chief departments and of the departments of the Executive Committee, the chairman of the Executive Committee of one of the Moscow district Soviets, as well as a weaver from the Krasnokholmsky Worsted Combine, Hero of Socialist Labour Klavdia Klestova, a doctor from hospital No. 61 Antonina Lebedeva, the General Director of the Moscow Electric Bulb Plant Yuri Potemkin, a building brigade leader in Glavmosstroi, Hero of Socialist Labour Nikolai Sergachov, and Hero of Socialist Labour

Nikolai Tropnikov, a driver of the lorry depot No. 1.

This composition of the Executive Committee not only fully corresponds to the composition of the Soviet itself but also promotes the constant reinforcement of links between the Executive Committee and working people and work collectives.

The Chairman, the First Vice-Chairmen, Vice-Chairmen and the Secretary of the Executive Committee are released from all other work for the period of their election. This allows them to concentrate fully on the work in the Executive Committee.

Members of the Executive Committee carry out their duties on a voluntary basis, combining this activity with their permanent work at enterprises, institutions and organisations.

The Executive Committee is elected for the entire term of the Soviet and retains its powers right up to the election by the Soviet of a new convocation of its Executive Committee. Moreover, the Soviet alone may introduce changes into the composition of the Executive Committee or recall all its members and elect a new Executive Committee.

The Presidium of the Executive Committee of the Moscow Soviet is set up in order to consider promptly current questions. It consists of the Chairman, First Vice-Chairmen and Vice-Chairmen and the Secretary of the Executive Committee. The Chairman of the Executive Committee is the Presidium's Chairman. The decisions of the Presidium have the force of the decisions of the Executive Committee.

The Executive Committee distributes duties among the Chairman, First Vice-Chairmen, Vice-Chairmen and the Secretary to ensure the efficient management of economic and socio-cultural development.

The Chairman of the Executive Committee organises the work of the Executive Committee and of its Presidium, directs the work of their sittings, coordinates the activity of its First Vice-Chairmen, Vice-Chairmen and the Secretary, ensures a collective approach in the work of the Executive Committee and represents the Moscow Soviet in foreign relations.

The Secretary of the Executive Committee tackles such organisational questions as the preparation of the sessions of the Soviet and sittings of the Executive Committee, the elaboration of draft plans of their work and the professional training of deputies, and is also responsible for the organisation of the activity of staff workers of the Executive Committee apparatus and for the organisation of office work.

The Chairman, First Vice-Chairmen, Vice-Chairmen and the Secretary of the Executive Committee, in accordance with the distribution of their duties, coordinate the work of the sections and administrative bodies of the Executive Committee, control their work, give them instructions to carry out the plans for economic and social development, the decisions of the Moscow Soviet and its Executive Committee, as well as the decisions of higher state bodies. They consider beforehand the proposals and drafts of the decisions put forward for examination by the Executive Committee and the city Soviet.

Such distribution of duties between the Chairman, First Vice-Chairmen, Vice-Chairmen and the Secretary of the Executive Committee makes it possible for every one of them to have a thorough and detailed knowledge of their definite areas of work and thus allows them to make correct decisions. It also helps to raise the level of individual management and the responsibility of leaders for the job entrusted to them and for the prompt settling of all questions.

It must also be emphasised that the Executive Committee is a collegiate organ, which collectively settles all important questions within its competence at its sittings, with the active participation of all the deputies elected to it.

The sittings of the Executive Committee are the main organisational and legal form of its activity, ensuring collective discussion of the tasks facing it and adoption of decisions to carry them out.

The Chairman of the Executive Committee, and in his absence one of the First Vice-Chairmen, convenes the sittings of the Executive Committee and its Presidium.

The sittings of the Executive Committee are competent provided that at least two-thirds of its members are present. All the deputies elected to the Executive Committee, regardless of their posts, take part on equal terms in discussing and settling all questions in the Committee's competence and are responsible for all its work, for the correctness of measures conducted by it, and make sure that all the adopted decisions are in conformity with the law.

Chairmen and members of the standing committees, deputies of the city Soviet, heads of the administrative bodies of the Executive Committee, who are not its members, can take part in the sittings of the Executive Committee with a deliberative vote. Moscow's Procurator also participates in them.

Present at the sittings of the Executive Committee are chairmen of the Executive Committees of the district Soviets, as well as representatives of enterprises, institutions and other state and social organisations invited for the discussion of particular questions.

The sittings of the Executive Committee are held whenever the need arises, but not less than once a month, in accordance with the plan of work.

The entire activity of the Executive Committee is organised in accordance with the long-term and current (quarterly) plans, which are worked out on the basis of the long-term and annual plans for comprehensive economic and social development, the state of affairs in particular branches of the urban economy and socio-cultural construction and of decisions and the long-term plan of the Moscow Soviet.

The planning of the Executive Committee's work, just as of the Soviet as a whole, is one of the basic organisational means of the fulfilment of the economic and socio-cultural development tasks facing the Moscow Soviet.

Decisions are adopted only at the Executive Committee sittings with the observance of all democratic principles of its activity as a collegiate organ.

The decisions of the Executive Committee of the

Moscow Soviet are a collective legal act establishing, on the grounds and in the execution of Soviet laws and decisions of the Moscow Soviet and higher bodies of state authority and administration, general rules and specific instructions both for officials and individual citizens, determining the tasks and trends of the activity of the chief departments, departments and sections of the Executive Committee.

The decisions of the Executive Committee of the Moscow Soviet are adopted by a simple majority of votes of its members and are signed by its Chairman and Secretary.

Orders are yet another kind of legal act of the Executive Committee. As distinct from the decisions they are made by the Chairman of the Executive Committee alone, so as to take efficient action on concrete questions which do not require collegiate settlement, on questions of organising the work of the Executive Committee and its apparatus, as well as in carrying out the earlier decisions of the Executive Committee. The orders are signed by the Chairman of the Executive Committee.

Signed decisions and orders are sent within three days to the executors and the organisations concerned.

The decisions and orders of the Executive Committee can be abrogated by the Moscow Soviet, provided that there are legal grounds for it, as well as by the RSFSR Council of Ministers within the bounds of its competence.

The sittings of the Executive Committee are the main but not the only form of its activities.

The Executive Committee conducts extensive work to prepare and convene sessions of the Moscow Soviet, to consider and realise critical remarks and proposals voiced by deputies at the sessions of the Soviet, to organise the execution of the decisions of the Moscow Soviet, as well as to coordinate the work of the standing committees of the Soviet.

Assisting deputies in carrying out their powers is another aspect of the activity of the Executive Committee. This work begins immediately after the first organisational session of a new convocation, since the composition of the Moscow Soviet, as already indicated, is renewed at every election and new deputies, elected for the first time to the Soviet, come to administer state affairs, sometimes without the necessary experience and being ill acquainted with the forms and methods of a deputy's job, with his rights and duties, and with the tasks facing the Soviet at the given moment.

The Executive Committee organises the instruction of deputies. A series of lectures are given on questions of the development of the urban economy, forms and methods of work of Soviets and their deputies, legislation, etc. Top officials of the Presidium of the USSR Supreme Soviet, ministries, the Executive Committee of the Moscow Soviet, its chief departments, departments and sections, of the Procurator's Office and other organisations, and also lecturers at higher educational establishments read lectures to them.

The press organs of the Moscow Soviet give considerable assistance to deputies in broadening their

range of knowledge, in particular, *The Bulletin of the Executive Committee of the Moscow City Soviet of People's Deputies*, the magazines *Moscow's Urban Economy* and *Building and Architecture of Moscow*.

The Bulletin, which publishes the decisions of the Moscow Soviet and of its Executive Committee, as well as articles by deputies, chairmen of the standing committees and top officials of the Executive Committees of the city and district Soviets of Moscow and consultations on legal questions, allows deputies to be constantly up with the main events in the activity of the Soviet and the Executive Committee and helps them grasp the experience of work in the Soviet.

The magazine *Moscow's Urban Economy* publishes articles dealing with all branches of the city's economy, including problems connected with the Master Plan for the development of Moscow, the city's industry, development of transport and communication, housing, trade and public catering, daily consumer services, public education and health, culture, recreation and sport, the introduction of new machinery into the city's economy.

The second magazine, as its name implies, highlights the implementation of the Master Plan for Moscow's development in the field of major construction and acquaints the reader with the designs of apartment houses, cultural and communal services, major public buildings, with projects of estates and districts and with other questions of town-building.

The Executive Committee has the duty of assisting deputies in organising their work in constituencies.

Deputies are provided with premises within their constituency for receiving their electors. They are also provided with deputy's forms to correspond with establishments and organisations on questions connected with their deputy activity.

The Executive Committee considers all inquiries from deputies on questions connected with their job within a ten-day period and then gives them answers.

It helps deputies in preparing and giving reports to the electors, as well as to work collectives and mass organisations which nominated them as candidates. For this purpose it provides deputies with reference materials on the work of the Soviet and its Executive Committee for the period under review, on the fulfilment of electors' mandates and with other materials to help deputies to compile their review reports.

The Executive Committee of the Moscow Soviet regularly informs its deputies about the implementation of the plans for comprehensive economic and social development and of the city budget, about measures adopted on their inquiries, about critical remarks and proposals, as well as the critical remarks and suggestions of citizens voiced in the deputies' reports.

Much attention in the activity of the Executive Committee is paid to work with electors' mandates. *Electors' mandates* are instructions given by the electors to their deputies and approved at election meetings. They are of public importance and aimed at improving the activity of the Soviets of People's Deputies in managing state, economic and socio-cultural develop-

ment, ensuring integral economic and social development in their area, and at satisfying the growing material and intellectual requirements of the population.

Electors' mandates to their deputies are one of the forms of exercising Soviet democracy, of expressing the will and interests of the electors, of direct public participation in managing the affairs of the state and society and of strengthening the links between the Soviets and the people. Herein lies the great political and economic importance of the electors' mandates.

An analysis of the mandates of recent years shows that they gain in significance from one election to another, reflecting more and more the concern of Muscovites for their native city, the desire to make it still more attractive and modern, and to improve the living, working and leisure conditions. In their mandates electors place before the Moscow Soviet and its deputies an increasingly wide range of questions concerning the reconstruction of industrial enterprises, development of housing and cultural, public service and communal construction, improvement of the work of trade, public catering, health and cultural establishments, reinforcing public order, protecting the environment, and so on.

New Metro lines have been built, new bus and trolleybus routes opened, new cinemas and shops put up, semi-commercial gas- and dust-arrester installations mounted at a number of enterprises, thus stopping the discharge of poisonous substances into the atmosphere, and several other projects have been completed in recent years on the basis of electors' mandates.

After every election the Executive Committee of the Moscow Soviet considers, generalises and studies the mandates of electors, the implementation of which lies within its competence.

Then, the Executive Committee, with due account of its material, labour and financial resources, works out the draft of the plan for measures to carry out mandates with the assistance of the standing committees of the Soviet, the City Planning Commission and corresponding administrative bodies. This draft is then put forward for approval by the Moscow Soviet.

The Moscow Soviet, while approving the plan, decides which mandates have to be realised within the term of office of the Soviet and which have to be implemented in the long term. The Executive Committee takes into account all the measures for fulfilling mandates adopted by the Moscow Soviet for execution while working out the plans for comprehensive economic and social development and drawing up Moscow's budget.

The Executive Committee organises the implementation of mandates of the electors through its chief departments, departments and sections, as well as through the Executive Committees of district Soviets, and enterprises and organisations situated in the city, regardless of their branch subordination.

The Soviet itself, its Executive Committee, standing committees and deputies control the execution of mandates of the electors. With this in mind the Executive Committee regularly (as a rule, once every six months) discusses the work with mandates at its sittings and,

at least once a year, reports to the Moscow Soviet on how they are being fulfilled and at least twice a year informs its deputies of the same.

The Moscow Soviet of the 17th convocation adopted for implementation at its first session in March 1980 536 mandates which electors gave to their deputies. After a year, when discussing how these mandates were being fulfilled, at the 5th session in March 1981 the Executive Committee reported to the Moscow Soviet that 98 mandates had already been carried out. In particular, a bridge had been built across the Moskva River in one of the new residential districts, providing a convenient transport link with the city centre; one more bread-baking factory was set in operation; a new building of the Drama and Comedy Theatre on Taganka had been built as well as 12 kindergartens, several new shops, canteens, daily consumer service establishments, automatic telephone exchanges. Ten streets were improved and new bus and trolleybus routes opened.

The Executive Committee consistently informs Muscovites through press, radio and television how their mandates are being implemented. This is also written in the reports of the Executive Committee and of deputies to the population and work collectives. Wide publicity in the work with mandates of the electors is one of the guarantees of the genuine existence of the constitutional principle of the Soviet's accountability to the people.

Control over the activity of the administrative bodies, of enterprises, institutions and organisations, subordinated to and supervised by the Executive Committee, over the observance and implementation of the decisions of the city Soviet, the Executive Committee and higher state bodies ranks among the most important powers of the Executive Committee.

While carrying out these powers, the Executive Committee regularly considers reports on the work of the chief departments, departments and sections and other administrative bodies, as well as the Executive Committees of district Soviets.

The Executive Committee is vested with the right to abrogate, if necessary, the orders and instructions of leaders of its administrative bodies, of city's enterprises, institutions and organisations subordinated to it, as well as those decisions of the house-building and other cooperatives which contradict legislation; to suspend the execution of orders and instructions, which run counter to legislation, of leaders of the enterprises, institutions and organisations of higher subordination on terms of reference of the Soviet and to inform higher organs of this.

The Executive Committee of the Moscow Soviet also has the right to abrogate the decisions of the Executive Committees of the district Soviets of People's Deputies in Moscow.

The Planning Commission of the Executive Committee and the corresponding structural sub-units of the apparatus of the Executive Committee directly control the implementation of the long-term and annual plans for comprehensive economic and social development of Moscow, of the decisions of the Moscow Soviet, its Executive Committee and higher state bodies.

A special role here is played by the Control Group under the Chairman of the Executive Committee, which informs the Presidium of the Executive Com-

mittee every quarter of a year about how the decisions are being carried out and how control work is organised in the apparatus of the Executive Committee, its chief departments, departments and sections.

Reception of Soviet citizens, consideration of their letters with suggestions, statements and complaints is one of the Executive Committee's very important fields of work.

Every day citizens apply to the Executive Committee with the most diverse questions. These questions are usually settled by the apparatus of staff workers directly. However, there are many who wish to be received personally by the top officials and members of the Executive Committee.

Citizens are received by the Chairman, First Vice-Chairmen, Vice-Chairmen, the Secretary and members of the Executive Committee at a pre-arranged time, including during non-working hours.

The reception of citizens in person makes it possible to settle their questions in their presence or to explain the reasons why their requests cannot be met.

A great number of letters with suggestions, statements and complaints arrive at the Executive Committee of the Soviet. Muscovites inform the Committee about shortcomings in the work of certain state bodies or officials, suggest how to overcome them, point out violations of their rights and lawful interests, ask for help, advice, etc.

The Executive Committee considers these letters within 30 days of their arrival, and those of them

which do not require additional checking, within 15 days. Letters of servicemen and members of their families are considered within a maximum of seven days of their receipt by the Executive Committee.

Suggestions, statements and complaints by Soviet citizens are considered daily by the top leaders of the Executive Committee, as well as by the staff workers of its apparatus.

At its sittings the Executive Committee regularly hears how public proposals, statements and complaints are being considered in the apparatus of the Executive Committee, in the administrative bodies subordinate to it and in the Executive Committees of district Soviets.

Apparatus of the Executive Committee

In its daily practical work the Executive Committee relies on its apparatus, which implements the organisational, material, technical and information provision for its activity.

The apparatus of the Executive Committee consists of the following structural sub-units:

Secretariats of the Chairman, First Vice-Chairmen, Vice-Chairmen and the Secretary of the Executive Committee;

Organisational-instructors' section;

General section;

Juridical section;

Reception room;

Construction and building materials section;

Urban passenger transport section.

The structure of the apparatus of the Executive

Committee is determined by the tasks facing it and is fully subordinate to the fulfilment of these tasks.

It must be noted that the legal status of the apparatus of the Executive Committee in the system of its administrative bodies has a number of specific features.

First, the apparatus performs certain functions of the Executive Committee as the administrative body of general competence in respect of branch and functional bodies under the jurisdiction of the Executive Committee (such as organisational work, control and check-up of execution, legal service, work with letters, complaints and statements, etc.).

Second, the apparatus of the Executive Committee, as distinct from its branch and functional administrative bodies, has no enterprises and institutions subordinate to it, and it has no right to issue legal acts or to enter into legal relations with other enterprises and institutions. The apparatus acts on the instructions of the Executive Committee and is not an independent body.

Third, the apparatus of the Executive Committee is subordinate only to the Executive Committee and the Moscow Soviet. It is not subordinate to any higher bodies of state authority and administration.

The apparatus of the Executive Committee, despite its auxiliary character, plays an important role in organising the performance of functions of the Executive Committee and of the Soviet as a whole. It assists the Executive Committee in working out plans for the economic and social development of the city, in conducting

mass organisational work, including the work of preparing and holding sessions of the Soviet, in maintaining business contacts in the work of the Executive Committee and its standing committees, in strengthening contacts with deputies, activists and work collectives, in the work with letters, complaints and statements from the public and in other matters.

A number of functions of the apparatus are carried out by *the commissions of the Executive Committee* on a voluntary basis: the commission on housing questions, the commission on renaming streets, the commission on organising summer recreation for children, etc. The organisation of some of the commissions is envisaged by the acting legislation. Others are set up on the initiative of the Executive Committee itself so as to take public opinion into consideration. Besides leaders of corresponding administrative bodies and staff workers of the apparatus, the commissions include deputies of the Moscow Soviet, representatives of the Party, trade union and Komsomol organisations.

The commissions are headed by the Vice-Chairmen or by the Secretary of the Executive Committee.

The legal status of the Commissions, the setting up of which is stipulated by legislation, is controlled by the Regulations for them which are approved by the Presidium of the Supreme Soviet of the RSFSR.

The commissions set up exclusively on the initiative of the Executive Committee function on the basis of the Regulations adopted by the Executive Committee.

The commissions are set up by both the Executive Committee itself and the Moscow Soviet at its sessions.

But, regardless of how they are formed, the commissions are directly accountable to the Executive Committee and responsible to it.

As a rule, the commissions of the Executive Committee carry out preparatory and auxiliary functions with respect to the Executive Committee. They put forward suggestions and recommendations for consideration by the Executive Committee, which makes its final decision on them.

All questions pertaining to any commission are considered collectively at its sittings.

The commissions of the Executive Committee are closely connected in their work with the corresponding standing committees of the Moscow Soviet, the chief departments, departments and sections of the Executive Committee. The Executive Committee plays the role of a coordinating centre.

Standing Committees of the Soviet

The standing committees—the most numerous deputy bodies of the Soviets—are another important organisational form, besides the Executive Committee, of ensuring the constant work of local bodies of authority. It is through these standing committees that practically all the deputies of the Soviets take part in carrying out their tasks.

The activities of the standing committees of the Moscow Soviet are regulated by its *Regulations for Standing Committees.*

The standing committees are set up for preliminary consideration and preparation of questions pertaining to the work of the city Soviet, for assisting the

implementation of the decisions of the Soviet and of higher state bodies, and for control over the activity of state bodies, enterprises, institutions and organisations.

The RSFSR Law on the Territory and Regional Soviets of People's Deputies in the RSFSR envisages the setting up of three standing committees: credentials, plan and budget, and the committee for socialist legality and maintenance of public order. Every Soviet settles the question of setting up other standing committees independently.

The Moscow City Soviet sets up in accordance with the Regulations for Standing Committees the following 21 standing committees for the most important branches of state, economic and socio-cultural development:

credentials,
planning and budget,
socialist legality and maintenance of public order,
youth affairs,
town improvement,
communal and daily consumer services,
town-building,
housing,
public health,
construction and building materials industry,
culture,
public education,
public catering,
industry,
social security,

trade,
transport and communication,
questions of women's work and daily life and maternity and child protection,
environmental protection,
power economy and engineering networks,
physical education and sport.

The very names of the standing committees indicate that they are set up according to their functional and branch principles.

As the tasks facing the Moscow Soviet increase in number and become more and more complicated, the role of its deputies solving them also increases and the number of standing committees grows. For instance, in 1947 the Moscow Soviet set up 12 standing committees, in 1959—17, in 1977—20 and in 1982—21. The number of deputies elected to the standing committees also grows from convocation to convocation: there were 195 of them in 1959, 265 in 1965, 473 in 1977 and over 800 deputies in 1982.

Thus, the increase in the number of standing committees creates favourable conditions for involving the maximum number of deputies into active work.

The standing committees are elected by the Moscow Soviet at the first session of a new convocation for the term of its office, during which the Soviet can set up new committees or introduce changes into those already existing. The election of standing committees and changes in their composition lie exclusively within the jurisdiction of the Soviet.

The standing committees are elected by the Moscow Soviet from among its deputies and include a chairman and members of the committee (from 39 to 43 deputies). Each deputy can be elected into only one committee.

Deputies who are members of the Executive Committee, the People's Control Committee, the City Court, the Moscow Procurator and top officials of the administrative bodies cannot be elected to the standing committees.

At its first sitting the standing committee elects from among its members the chairman's deputy and the secretary of the committee.

The work of the standing committees largely depends on the professional training and practical work experience of each deputy, his personal desire to work in a committee, etc. Chairmen of standing committees play a large role in making their work a success. Usually deputies who are prominent managers and specialists with extensive knowledge and work experience are elected chairmen of standing committees so that the committee can thoroughly examine questions of a corresponding economic branch or a sphere of administration, and provide the necessary assistance and qualified recommendations in fulfilling the tasks facing the Soviet.

Thus, Dmitry Makhov, Deputy Chairman of the Board of the State Bank of the USSR, a highly qualified specialist in the field of planning, crediting and financing the economy, heads the planning and budget committee.

Alexander Tarasov, General Director of Moscow's

Kuibyshev Elektrozavod, heads the standing committee for industry.

Yuri Sokolov, rector of the Moscow Architectural Institute, was elected chairman of the committee for town-building.

The standing committees of the Moscow Soviet work out suggestions and prepare conclusions on questions to be discussed by the Soviet and its Executive Committee; make co-reports on these questions; assist in carrying out the decisions of the Moscow Soviet, its Executive Committee and the decisions of higher state bodies; conduct organisational, economic and socio-cultural work; implement the Master Plan for the development of Moscow; control the activity of the chief departments, departments and sections of the Executive Committee and of their enterprises and organisations, and also fulfil the mandates of electors.

The functions and the competence of standing committees are derived from the functions and competence of the Soviet. Therefore, the expansion of the rights and the increase in the role of the Soviets in state, economic and socio-cultural development, characteristic for the present stage of the Soviet state, invariably entail a growth in the role of the standing committees in solving economic tasks.

The Regulations for Standing Committees of the Moscow Soviet clearly define the terms of reference of each committee.

The standing credentials committee, for instance, is vested with extensive powers. It considers protocols of district election commissions concerning the results

of the election to the city Soviet submitted to it by the Moscow city election commission. It checks the credentials of elected deputies and presents proposals to be considered by the Moscow Soviet about the acknowledgement of their credentials and, in case of violations of the election law, makes suggestions to declare null and void the results of election of certain deputies.

The credentials committee prepares conclusions on questions, involving the inviolability of the deputy and other guarantees of his deputy activity or the recall of a deputy by his electors.

Among the powers of the standing credentials committee one ought to mention the control over the prompt consideration of Moscow deputies' appeals by leaders of the administrative bodies of the Executive Committee, by managers of enterprises, institutions and organisations, as well as the consideration of the practice of accounting and the realisation of the suggestions made by deputies by the state and social bodies, enterprises, institutions and organisations.

The planning and budget committee makes a preliminary examination of the draft current and long-term plans for the city's economic and social development, as well as its budget, and reports about its implementation. Then, it gives its conclusions on them, taking into account the remarks and proposals on the drafts of the plan and budget received from other standing committees.

Of late, the role of the planning and budget committee in ensuring a planned approach to the develop-

ment of the city has grown considerably. It is vested with the right to consider the Executive Committee's proposals on making changes in the budget and the plans for economic and social development approved by the Moscow Soviet, and also to survey the steady implementation of the plan and the budget and the financing of measures provided by them.

Consideration of the questions involved in the implementation of the Master Plan of Moscow, the comprehensive building up of the city, the formation and reconstruction of planning and preserve zones, the maintenance and restoration of architectural monuments, city decoration and advertisement, are all within the purview of the standing committee for town-building.

The sphere of activity of the standing committee for questions of women's work and daily life, maternity and child protection includes the consideration of such problems as the further easing and improving of health conditions of women's work, the improvement of medical services for women and children, the work of pre-school establishments, control over the observation of legislation on living and working conditions for women and maternity and child protection, and the propagation of legislation on marriage and the family.

The standing committee for socialist legality and maintenance of public order takes part in the elaboration and implementation of measures to ensure socialist legality, the maintenance of state and public order and citizens' rights within the city, as well as in the legal education of the public. It gives conclusions on the drafts of the decisions of the Moscow Soviet, which envisage administrative responsibility for their violation. It takes part in checking the observance of socialist legality by the administrative bodies of the Executive Committee of the Moscow Soviet at enterprises, institutions and organisations, in checking how citizens' complaints and statements are being dealt with. This committee also considers questions connected with the improvement of the legal regulation of the work of the Moscow Soviet and its bodies.

The standing committee for environmental protection tackles a wide range of questions. It considers questions of planning and financing measures for environmental protection, concrete steps to intensify the conservation of the atmospheric air, waters, soils, flora and fauna, to lower and eliminate noise, build and maintain the purifying and smoke- and dust-arrester installations, to strengthen the regime of using the forest-park zone of the city.

The Regulations for Standing Committees vest these committees with extensive powers.

The standing committees are granted the right to put forward questions related to their terms of reference for the consideration by the Moscow Soviet and its Executive Committee and to appoint their rapporteurs and co-rapporteurs on these questions. They may table suggestions to bring the draft decisions of the city Soviet or questions put forward for its consideration for the preliminary discussion at meetings of work collectives or by the public at places of residence.

They are granted the right to make suggestions to hear, at the session of the Moscow Soviet or at the sitting of the Executive Committee, accounts or information about the work of any body or official, subordinate or controlled by the Soviet, about the fulfilment of the decisions of the Soviet and orders of the Executive Committee, the decisions of higher state bodies, mandates of the electors; to appeal to the Executive Committee, heads of its administrative bodies, to managers of enterprises, institutions and organisations, situated within city limits, on terms of reference of the Moscow Soviet.

The standing committees have the right to take part through their representatives in examining questions concerning their terms of reference at the sessions of the Executive Committee; at the sittings of the collegiums, production meetings and conferences in the chief departments, departments and sections of the Executive Committee, at the city's enterprises, institutions and organisations, and at the sessions of district Soviets, at the meetings of their Executive Committees and standing committees.

On the instruction of the Moscow Soviet, at the request of its Executive Committee and on its own initiative, a standing committee can, within its powers, check the work of administrative bodies of the Executive Committee, as well as of the city's enterprises, institutions and organisations, and hear reports and information from their managers at its sittings. During the check-up the managers of these bodies and organisations must submit to the standing committees all

the necessary documents and materials and be present at the sitting of the committee.

It should be emphasised that the standing committees discharge their control functions within the powers of the Moscow Soviet with respect to all other city's institutions, enterprises and organisations, regardless of their departmental subordination.

The standing committees adopt, within their powers, decisions of a recommendatory character.

Recommendations of the standing committees must be considered by appropriate state and social bodies, enterprises, institutions and organisations. They, in turn, have to inform the standing committees of the results of the consideration and the adopted measures within a month's time, unless the committee sets some other time limit.

Analysing the powers of the standing committees, we may conclude that they have three main functions: preparatory, organisational and control. Naturally, in practical activity these functions interlace, become bound up with one another and cannot be clearly distinguished. They are all subordinate to one single aim: to a fuller implementation of the competence of the Moscow Soviet, its tasks in state, economic and socio-cultural development.

Implementing its powers and tasks, the standing committees of the Moscow Soviet of the 16th convocation (1977-1979) prepared 11 co-reports at the sessions of the Soviet and 23 co-reports at the sittings of its Executive Committee.

During this period they held 325 sittings. In order to

draw work collectives into the work of the Moscow Soviet and boost its publicity the standing committees held 91 of their sittings at enterprises, construction sites and at institutions and administrative bodies. One hundred and sixteen joint sittings were held during the discussion of questions related to the terms of reference of two or more standing committees.

The standing committees adopted 283 decisions, tabled 1,500 recommendations aimed at improving the activity of administrative bodies, enterprises, institutions and organisations subordinate to or controlled by the Moscow Soviet. Most of these recommendations have been successfully carried out.

While preparing questions for the sessions of the Soviet, sittings of the Executive Committee and their own sittings, the standing committees held nearly 300 check-ups of the work of administrative bodies, examined over 1,500 enterprises and organisations, considered the implementation of over 350 electors' mandates, set up 266 deputy posts, including 137 at the projects being built on these mandates.

The standing committees of the Moscow Soviet concentrate on the main questions of the vital activity and development of the city and of satisfying the everyday requirements of the population.

Thus, for instance, the standing committee for housing systematically controls the timely realisation of the plans for major and routine repairs of the city's housing stock. Every year before the frosts set in, deputy members of the committee together with activists check the preparation of buildings and engineering

structures for the winter. Questions of improving the management of housing are at the focus of the committee's attention. It promotes new forms and methods of work for the housing bodies in preserving and improving its maintenance.

The standing committee for public education has many interesting points to its credit. It always keeps in its field of vision questions of the professional and moral education and the mental and physical development of the younger generation. At its sittings the committee has often considered the work of the Chief Department for Public Education in improving labour training, moral education and professional orientation of students and analysed the activity of the Executive Committees of the district Soviets dealing with the introduction of universal education for young working people. Jointly with the standing committee for public health it considers questions of health protection, physical development and medical services for schoolchildren.

Throughout their work the standing committees are responsible to the Moscow Soviet and accountable to it. In between the sessions the work of the standing committees is coordinated by the Executive Committee. It renders them practical assistance in their work, particularly in preparing drafts of long-term and current work plans and in the coordination of them with the work plans of the Executive Committee, in conducting check-ups of the administrative bodies, of enterprises and institutions, in preparing reports and co-reports on questions submitted for consideration by the Mos-

cow Soviet, and in other matters. The Executive Committee sees to it that the recommendations of the standing committees are considered in good time by the administrative bodies, and generalises and popularises the best work experience of the standing committees.

As branch and functional auxiliary bodies of the Soviet the standing committees work in close contact with the administrative bodies of the Executive Committee and cooperate with them without interfering in their daily work.

Administrative bodies of the Executive Committee

To administer efficiently and in a qualified manner the numerous branches of the economic and socio-cultural development, the Moscow Soviet sets up administrative bodies under the Executive Committee: chief departments, departments, sections and other administrative bodies with the same status. Today the Executive Committee of the Moscow Soviet has 19 chief departments, 31 departments and 11 sections.

In accordance with the RSFSR Law on the Territory and Regional Soviets of People's Deputies in the RSFSR, the administrative bodies of the Executive Committee have double subordination: in their activity they are subordinate both to the Moscow Soviet and its Executive Committee (horizontally) and to the corresponding higher body of state administration — a ministry or state committee of the RSFSR (vertically).

This double subordination of the administrative bod-

ies reflects the principle of democratic centralism, recorded in the Constitution of the USSR, which presupposes the combination of unified management with the initiative and creative activity of local bodies, and the compulsory fulfilment of the decisions of the higher organs by the lower ones.

The vertical subordination of the administrative bodies ensures the unity of their work on a nationwide scale, as well as the necessary competence in every sphere of administration. The horizontal subordination of the administrative bodies makes it possible to take local conditions and specifics into account more fully in resolving integral or inter-branch tasks within the city's territory.

According to Art. 59 of the RSFSR Law on the Territory and Regional Soviets of People's Deputies in the RSFSR, the administrative bodies of the Executive Committee also report on their work at meetings of work collectives and to the public at large in places of residence.

The system of chief departments, departments and sections of the Executive Committee consists of branch and functional administrative bodies.

The branch principle is fundamental in the structure of the state administrative bodies of local Soviets, and most administrative bodies of the Executive Committee are based on this principle.

The branch administrative bodies ensure guidance of specific fields of economic or socio-cultural development. They may be combined into several groups:

Administrative bodies in the field of the economy—the Chief Department for Housing and Civil Construction, the Chief Department for Industrial Construction, the Chief Department for the Building Materials and Building Parts Industry, the Chief Department for Building Engineer Constructions, the Chief Department for Housing, the Chief Department for Automobile Transport, the Department for Water Supply and Sewerage, the Department for the Metal-Processing Industry, the Department for Domestic Chemicals and Rubber Goods, the Department for the Fuel and Power Economy, etc.

Administrative bodies in the field of socio-cultural development—the Chief Department for Education, the Chief Department for Public Health, the Chief Department for Culture, the Cinema Circuit Department, the Department for Publishing Houses, the Printing and Book Trade, the Social Security Department, the Committee for Physical Culture and Sport.

Administrative bodies in the field of public services—the Chief Department for Trade, the Chief Department for Public Catering, the Chief Department for Passenger Transport, the Department for Daily Public Services, the Department for Communal Services, etc.

Administrative bodies in the administrative and political field—the Chief Department for the Interior, the Section for Registry Records, the Section for Justice.

The realisation of their competence by local Soviets in the field of planning, financing, supply, accounting and control, etc., calls for the setting up of administrative bodies which would handle these functions not only in one branch but in all branches on the whole area of the Soviet. Such bodies are functional departments, sections and other administrative bodies of the Executive Committee on a level with them.

The functional administrative body, just as the branch one, discharges a definite function, but with respect to all organs within the jurisdiction of the Executive Committee. In its field of activity it can issue instructions to and control the activity of the branch administrative bodies of the Executive Committee and, on a number of questions, of bodies which are outside the jurisdiction of the Soviet but which are situated on its territory.

The functional administrative bodies of the Executive Committee include: the City Planning Commission, the Financial Department, the Department for Accounting and Distributing Living Accommodation, the Department for Personnel and Educational Establishments, the Section for Uninhabited Premises, the Section for Prices.

Among the functional departments the Technical Department occupies a special place. It largely determines technical policy and keeps technical progress in the urban economy under careful scrutiny. Its tasks cover the joint elaboration with branch

departments and the presentation for approval by the Executive Committee of annual plans of research work and the introduction of advanced scientific and technological achievements in construction and in all branches of the urban economy. It also works out plans for innovation and invention, exercises control over the fulfilment of these plans and realises the Master Plan for the development of Moscow with due account for modern achievements in science and technology.

The scientific and production amalgamation of the automated control systems (ACS)—Moskva—is yet another important link in the system of functional bodies for managing the city's economy. It was set up in order to improve the planning and managing of the urban economy on the basis of a broad application of economic and mathematical methods and computers, as well as to improve the scientific and technical management of the branch automated control systems in order to set up a single complex of automated systems for managing the city's economy.

In 1980 the first stage of the Moskva ACS complex was established to include: the general systems supporting means; the organisational legal provision of developments; the general urban automated control systems (first stages); the typical automated system controlling the district economy (District ACS, first stage); the automated systems controlling the main branches of the urban economy: Building, Transport, Trade, Housing, Communal Economy, Daily Services, Public Health; automated control systems of special designation. All in all, the Moskva ACS complex includes 47 automated systems which resolve 1,000 task complexes in the pilot or commercial regime for purposes of planning and management.

The functioning of the city systems of the ACS complex makes it possible to make plans for Moscow's economic and social development more substantiated and balanced on the basis of compiling the balance sheet of labour resources, the dynamic balance of fixed assets, the balance of public incomes and expenditures and of an optimal distribution of capital investments, as well as resolution of other city problems.

The Moscow scientific and production amalgamation jointly with the chief departments, departments and sections of the Executive Committee have worked out a programme for the further development of the ACS complex. This envisages several research ventures in developing the scientific and methodological principles for the improvement and automation of the city's economic management, including research into socio-economic development; setting up of the general systems, technical, information, programme, technological and legal organisational provision of the ACS complex, as well as computer centres for collective use.

The automation of the urban economy in accordance with the idea of building the ACS complex will consequently embrace all levels, beginning

with general urban administrative bodies and ending with specific production processes in organisations, enterprises and amalgamations.

There are several specific features of the administrative organs of the Executive Committee which are determined by the complex and multifaceted nature of the city's economy.

First of all, one should note the presence in this system of the chief departments, while legislation envisages only sections and departments to be set up by local Soviets. This is due to the scale of the activity and the ever-increasing role of the Moscow Soviet in economic and socio-cultural development, to the complexity of managing the multi-million city with a swiftly developing multi-branch economy, and to the steadily expanding network of enterprises and institutions dealing with the organisation of daily life, recreation and the education of Muscovites.

The first chief department in the system of the Executive Committee was set up in 1954. It was the Chief Department for Housing and Civil Construction (Glavmosstroi). Let us examine what its establishment has given us.

Right up until 1954 housing, cultural and daily service construction was tackled by numerous building and assembly organisations of 44 ministries and departments which, while putting up individual buildings, were not concerned about the integrated build-up of the city.

A single, powerful, highly mechanised building

organisation, Glavmosstroi, was set up on the basis of building organisations of the Executive Commitee.

Glavmosstroi absorbed 53 building specialised trusts with 255 departments, over 600 enterprises and subsidiary units, with 114,000 workers, 15,000 engineers, technicians and office emloyees.

Glavmosstroi has become the main city builder and has been entrusted with constructing apartment houses, schools, hospitals, pre-school establishments, cultural, daily service and administrative buildings, trade, public catering and communal service establishments, as well as with the building and reconstructing of industrial enterprises and engineer networks on and below ground.

Glavmosstroi has done much in the field of construction and reconstruction of the capital, setting up the material basis for improving living conditions for Muscovites; building apartment houses with a total floor space of 100 million sq. m., 900 schools for a total of 800,000 pupils, 1,500 preschool establishments for 300,000 children, over 240 hospitals with 60,000 beds in all and 350 polyclinics for over 200,000 patients per shift, 750 shops and public catering establishments and 100 cinemas seating 90,000.

Glavmosstroi has erected a number of unique cultural and educational buildings, such as the Kremlin Palace of Congresses, the Young Pioneer Palace on Lenin Hills, the new buildings of the Moscow Art Theatre, a circus, the Oktyabr Cinema

and Concert Hall, and the Battle of Borodino panorama-museum.

Glavmosstroi has been prolific in building sports stadiums and arenas. The main one is the Lenin Central Stadium in Luzhniki, well known to sportsmen the world over, which was the venue of the opening and closing ceremonies of the 22nd Olympic Games. It has also built the Rowing Canal at Krylatskoye, the Moskva Swimming Pool and other sports facilities.

The largest hotel, not only in this country but also in Europe, the Rossia, accommodating 6,000 guests, and the hotels Intourist, Belgrade, Peking, Warsaw, Minsk, Druzhba and Sputnik have all been constructed by the builders of this chief department.

Glavmosstroi has built up Kalinin Prospect with multi-storey apartment houses and administrative buildings, including the one for the Council for Mutual Economic Assistance.

Glavmosstroi accounts for over six million sq. m. of premises built in the city's industrial enterprises, including new workshops and blocks at the Likhachov and Lenin Komsomol Car Factories.

Glavmosstroi builders work not merely in Moscow. In 1966 they came to the help of Tashkent, the capital of Uzbekistan, which was struck by a severe earthquake. Builders from this department arrived in the city together with envoys from other cities in the country. In a brief period they erected 88 apartment houses with a total floor space of

345,000 sq. m., three schools, seven pre-school establishments and a civic centre.

All these successes of Glavmosstroi are the result of the setting up of a streamlined system of management of building works and organisation of construction, transferring it onto industrial rails, the introduction of advanced methods of the organisation and technology of building and assembly work.

Besides major building trusts Glavmosstroi has specialised trusts: foundation-building, electrical-assembly, sanitary-technical, finishing and others.

In recent years production amalgamations, which are the most rational form of managing construction works and promoting construction efficiency, have been set up in Glavmosstroi. One of them is the Moscow state amalgamation of large-panel house-building. It consists of three house-building plants, which annually build apartment houses with a total floor space of nearly 2,200,000 sq. m. (over half of the entire housing programme dealt with by Glavmosstroi).

At present the volume of building and assembly work handled by Glavmosstroi annually totals over 1,000 million rubles. Its system employs 130,000 workers and uses over 10,000 big building machines. Building organisations of the chief department annually erect over 2,000 units on the basis of a single flow schedule with the help of an automated control system.

As the volume of industrial reconstruction expand-

ed, a group of building organisations branched out from Glavmosstroi, on the basis of which the Chief Department for Industrial Construction (Glavmospromstroi) was created in 1972, under the Executive Committee. This department was entrusted with the functions of general contractor for building and reconstructing industrial enterprises, buildings of research organisations and designing offices and other production units, as well as higher educational establishments and specialised secondary schools, administrative and public buildings and structures. Today it builds and mounts to the tune of over 500 million rubles. Glavmospromstroi comprises 10 general building and nine specialised trusts, a building and assembly amalgamation and a department with over 62,000 employees in all.

The Chief Department for Building Engineer Constructions (Glavmosinzhstroi) builds main underground water, sewerage, gas and thermal networks, intake units of the water and sewerage mains, bridges, embankments, traffic and pedestrian crossings, roads, monuments and monumental architectural structures.

Extensive work in building and reconstruction of the city has demanded the creation of a powerful production base for putting out building materials and parts for industrial construction. This has called for the setting up under the Executive Committee of the Chief Department for the Building Materials and Building Parts Industry. Its tasks are to

organise the production and delivery of building materials and parts to the sites of industrial, housing, communal, cultural and daily service construction, as well as to the sites of administrative buildings and other units. Today over 82,000 men work in the system of this chief department.

The Chief Department for Major Construction was set up in order to ensure the comprehensive, planned and most economic build-up of the city. It was entrusted with the function of a single client in the field of housing, communal, cultural and daily service construction, the building of administrative houses and structures, educational, public health, trade and public catering establishments, etc. Thus, the Chief Department for Major Construction of the Executive Committee is the general client of practically all construction in the city.

Finally, the Chief Architectural and Planning Department handles all architectural, planning and project matters, coordinates all questions of town-planning, building up and improving the city of Moscow and its forest-park belt. It also controls construction works regardless of their departmental affiliation. It conducts a single urban building and technical policy in reconstructing Moscow and its forest-park protection belt.

Besides the above-mentioned, chief departments have been set up in the field of managing such important branches of the urban economy and spheres of administration as housing, lorry transport,

ground passenger transport, trade, public catering, public health and education, culture, maintenance of public order, etc.

When speaking about the economic management of the city, one should note its second specific feature.

The administration is centralised on the scale of the entire city to ensure the planned, rational and efficient management of the urban economy. This concerns, for instance, lorry transport, urban passenger transport, the water and sewage, fuel and power economy. Therefore, direct guidance of these branches from top to bottom is concentrated at corresponding chief departmenst and departments of the Executive Committee of the Moscow Soviet.

Maximum effect in other branches is achieved by transferring efficient guidance of organisations and enterprises to the departments and sections of the Executive Committees of district Soviets, which are closer to production and the population. Therefore, in these branches, chief departments, departments and sections of the Executive Committee guide any branch through corresponding departments and sections of the Executive Committees of the district Soviets. For instance, trade, public catering, communal and daily services, public education, health and culture departments are built according to this principle.

The chief departments, departments and sections administer their branches of economic and socio-

cultural development on the basis of the principle of one-man management. They are run by the heads of chief departments, departments and sections, who are personally responsible for the solution of the tasks entrusted to the corresponding administrative body. Within the competence of administrative bodies they issue orders on the basis and in execution of the decisions of the Moscow Soviet, decisions and instructions of its Executive Committee, as well as the acts of higher bodies of state authority and administration.

One-man management in the activity of the administrative bodies is combined with the collegiate approach. To effect the collegiate principles the chief departments, departments and sections are granted the right to form collegiums, the composition of which has to be approved by the Executive Committee. The head of a corresponding administrative body is the collegium's chairman. All the main issues of the activity of this body are considered at the collegium's sittings.

As a rule, the decisions of the collegium are implemented by orders of the head of the chief department or department. In cases of disagreement between the head of the chief department (department), i. e., the chairman of the collegium and the collegium itself, the head of the department has his decision implemented, while reporting the cases to the Executive Committee. In their turn members of the collegium may inform the Executive Committee of their opinion.

People's Control Committee

The Moscow Soviet realises its control powers both directly and through the bodies it sets up. The Moscow People's Control Committee is one such body. Its very name implies that it is a body of control and that wide sections of the public take part in its activity. As is stressed in the USSR Law on People's Control in the USSR, in the Soviet state, which expresses the will of the entire people, the right of control belongs to the whole people as the sole master of the country. People's control plays an important role in realising the tasks and functions of the Soviet socialist state, encompassing as it does the country's economic life and socio-cultural development, the field of production and distribution, and the activity of the state apparatus. People's control is one of the forms of socialist democracy, an effective means of involving the general public in administering state and social affairs.

People's control combines both state and public control. This is reflected in the unified system of people's control bodies. On the one hand, these are people's control committees which are the state link in the given system. In Moscow this link includes one city, 32 district and 130 committees at enterprises and organisations. On the other hand, these are groups and posts of people's control working on a voluntary basis. Functioning at enterprises, institutions and organisations are 27,000 groups and

30,000 posts in which over 340,000 people work.

The Moscow People's Control Committee is formed by the Moscow City Soviet at the first session of every new convocation. The Soviet appoints a chairman and approves vice-chairmen and committee members. Suggestions on this issue are put for consideration to the Moscow Soviet by its Executive Committee. District people's control committees are formed likewise. At enterprises, institutions and organisations people's control committees, groups and posts are elected at the meetings and conferences of work collectives.

Over three million people attended these meetings and conferences in 1980, out of which 322 thousand spoke during debates.

The Moscow People's Control Committee formed at the first session of the Moscow City Soviet of the 18th convocation included 19 members: chairman, two deputies and 16 members. Among the members of the committee are representatives of the Moscow Party, trade union and Komsomol organisations, of the City Planning Commission and of the Moscow Office of the State Bank of the USSR, lower bodies of people's control, as well as workers, a doctor, and heads of enterprises and institutions.

The chairman of the city's People's Control Committee is a member of the Executive Committee of the Moscow Soviet.

The Moscow city committee and other people's control bodies govern within their competence the

fulfilment of state plans for economic and social development, reveal economic reserves and work for their effective use, combat all violations of state discipline, mismanagement, wastefulness, red tape and bureaucracy, promote the improvement of the state apparatus, control the observance of Soviet laws by officials while considering the public's suggestions, statements and complaints.

Suffice it to say that during the activity of the Moscow Soviet of the 17th convocation (1980-1981) the city's people's control committees considered the results of over 10,000 investigations. The city People's Control Committee alone discussed over 400 questions at its sittings.

The results of several thousand investigations were discussed by the groups and posts of people's control. In many cases it helped to eliminate shortcomings and prevent failures in economic work and strengthen labour discipline.

In 1981, for instance, over 14,000 tons of rolled stock of ferrous and non-ferrous metals, 1,500 cu. m. of saw-timber, 2,000 tons of petrol and diesel fuel, 50,000 tons of conventional fuel and over 42 million kwh of electricity were saved as a result of the implementation of the suggestions of the people's control committees, groups and posts.

People's control bodies subject persons guilty of shortcomings and violations of law to comradely criticism, discussion of incorrect actions and also make them answerable under the USSR Law on People's Control in the USSR.

The publicity of people's control is an indispensable condition of its effectiveness. People's control bodies report the results of investigations and the subsequent measures adopted to work collectives and systematically inform the public about their work at meetings, in the press and over the television and radio.

The Moscow People's Control Committee organises its work in close contact with the standing committees of the Moscow Soviet, as well as with trade union, Komsomol and other mass organisations.

Executive Committees of district Soviets

The executive and administrative bodies of the district Soviets play an important role in the city's administration system.

Moscow is divided administratively and territorially into 32 districts (wards) and one of them has the status of a town. In each district the population elects its own Soviet of People's Deputies, the representative body of state authority.

The city Soviet and the district Soviets make up a single system of the local bodies of state authority in Moscow.

The population and territory of every district Soviet is a component of the population and the territory of the Moscow Soviet, while enterprises, institutions and organisations situated on its territory make up part of the economic and socio-cultural city complex.

Every Moscow district (ward) is a major adminis-

trative, territorial and economic unit. Here are two examples.

The Leninsky District is one of the city's central districts. It is relatively small: its territory makes up 1,382 hectares and population is 130,000. Greenery occupies 845 hectares, and bodies of water 197 hectares.

The Kremlin, the seat of the Soviet Government, is situated on the territory of the district.

The district has nearly 30 industrial enterprises, 60 research and development establishments and design offices, eight major schools of higher learning, including Moscow State University, the First and Second Medical Institutes, Maurice Thorez Pedagogical Institute of Foreign Languages, as well as the USSR Academy of Arts, the USSR Academy of Pedagogical Sciences and the All-Union Book Chamber.

The district occupies one ot the first places in Moscow for the number of cultural and educational establishments. It also contains the Kremlin Palace of Congresses, the Lenin Central Museum, the Historical Museum, a complex of museums in the Kremlin, the Pushkin Museum of Fine Arts, a number of memorial museums, including those of Pushkin, Leo Tolstoy and Herzen. The district boasts 29 public libraries, five cinemas, 20 Houses of Culture and clubs, a number of sports arenas and stadiums, in particular, the Lenin Central Stadium in Luzhniki.

The network of the establishments for catering to the public is also quite extensive.

The total useful floor space of housing makes up nearly 2,500,000 sq. m. The district has 28 general educational schools, 54 pre-school establishments, nine hospitals, 32 polyclinics, 93 food shops, 52 department stores and 305 public catering establishments.

The Perovo District is one of Moscow's largest both in territory and population: its area is 3,219 hectares and population is 423,000.

The scope of housing construction in the district is enormous: the total useful floor space of housing is nearly 6,500,000 sq. m.

The district has 52 general educational schools, 133 pre-school establishments, seven hospitals, 35 polyclinics, nearly 100 food shops, over 70 department stores and over 200 public catering establishments.

Cultural and educational establishments include a modern concert hall, 10 Houses of Culture and clubs, five cinemas, 44 libraries, and so on.

Of course, the district also has a well-developed industry. There are 30 industrial enterprises here, including such well-known ones, not only in our country but also abroad, as the Kompressor Works, the Prozhektor Factory and the Perovo Plant for Trade Engineering.

Every Moscow district Soviet, while managing state, economic and socio-cultural development on its territory, is a competent body of state power with a clearly defined jurisdiction, recorded in the RSFSR Law on the Ward Soviets of People's Deputies.

Moreover, the Moscow city and district Soviets face the same common tasks of the development of the city, of all branches of its economy, organisation of labour, education, everyday life and recreation. The plan for economic and social development of every district is a component of the economic and social development plan of Moscow. Operating in the city are integrated state systems of transport, public education and health, social security, trade, public catering, daily and communal services, culture and others. All this ensures the functioning of the system of city Soviets as a single whole.

The Moscow Soviet guides its district Soviets

along several lines. First, at its sessions, while approving the annual plan for the city's economic and social development, it sets the main planned indicators for every district. Thus, the Moscow Soviet directs the work of the district Soviets in solving vital economic and social tasks.

Second, the Moscow Soviet, while approving the city budget at its session, also allots budgets for each district.

These are the two main trends by which the Moscow Soviet guides the district Soviets.

In its turn the Executive Committee of the Moscow Soviet directs the Executive Committees of the district Soviets by determining their tasks and giving guidelines for their work in the field of state, economic and socio-cultural development. This also has a direct effect on the content of the work of the district Soviets. However, only the decisions of the Moscow Soviet adopted at its sessions are binding for implementation by the district Soviets.

The Executive Committee of the Moscow Soviet controls the work of the Executive Committees of district Soviets, including the execution of their powers and the decisions of higher bodies, the legality of the enactments adopted by them and their observance of all democratic forms and principles and fulfilment of state plans.

The Executive Committee discusses at its sessions the reports of the Executive Committees of the district Soviets concerning their work in general and in particular fields.

The People's Deputy

The city Soviet continuously realises its powers through the multifaceted activity of its deputies as well. A deputy is the principal person in the system of popular representation. The fact that there is a special chapter in the 1977 Constitution of the USSR called "People's Deputy" highlights the great significance of the work of the deputy.

In accordance with Art. 103 of the Constitution of the USSR, deputies working in the Soviets deal with matters relating to state, economic, social and cultural development, organise implementation of the Soviets' decisions and exercise control over the work of state bodies, enterprises, institutions and organisations.

Deputies work in the Soviet, its bodies and among the electorate on a voluntary basis, without discontinuing their regular employment or duties. This allows the Soviet to be the objective spokesman of the people's will and interests.

A deputy of the Moscow Soviet is ensured all the conditions for the unhampered and effective exercise of his rights and duties, recorded in the Constitution of the USSR, the USSR Law on the Status of People's Deputies in the USSR and by other legislative acts of the USSR and the RSFSR. During sessions of the Soviet and also in order to exercise their powers in other cases stipulated by the law, deputies are released from their regular employment or duties with retention of their average earnings at their permanent place of work.

At the sessions of the Moscow Soviet deputies consider and decide vital questions within the jurisdiction of the Soviet on the basis of collective, free and business-like discussion.

The deputy, as a member of the collegiate representative body of state power, is duty-bound to take an active part in the work of the Moscow Soviet, its standing committees and other bodies of the Soviet to which he has been elected, and to carry out the assignments of the Soviet and its bodies. His duty is to be present at every session. In case he is unable to be present at a session, he must report this to the Executive Committee.

To exercise his duties in the Soviet the deputy is vested with necessary rights. First of all, he has a casting vote on all questions considered by the Moscow Soviet at its session.

The deputy has the right to propose questions to be considered by the Soviet, move suggestions on the agenda of the sessions, on the procedure of the discussion and on the essence of the questions being discussed. He also has the right to take part in debates, raise questions, introduce drafts of decisions and amendments to them, to give reasons for his proposals and to motivate his voting and also to give references.

He may make proposals concerning the membership of the bodies set up by the Moscow Soviet and the officials elected, appointed or approved by the Soviet and may express his considerations at

sessions of the Moscow Soviet on the report or information by any body or official accountable to or controlled by the Soviet.

The Moscow Soviet considers suggestions and remarks made by its deputies or directs them for examination by corresponding government or non-government bodies and by officials who have to consider these suggestions and remarks and inform the deputy and the Executive Committee of the result.

The Executive Committee controls the discussion and implementation of deputies' suggestions and remarks.

One of the important rights of a deputy is his right to make an inquiry at sessions, a point already mentioned in the section on sessions of the Moscow Soviet.

Every deputy of the Moscow Soviet has the right to elect and be elected to the bodies of the Soviet. When he is elected to the Executive Committee, its standing committees and other bodies, he is vested with the necessary rights for active participation in their work. The deputy has the right to put forward questions for consideration by these bodies, take part in the preparation of these questions, in their discussion and in the adoption of decisions on them, as well as in the implementation of the decisions of the Moscow Soviet and its bodies, and in controlling their fulfilment.

A deputy must carry out the assignments given to him by the Moscow Soviet and its bodies, for

which he is vested with certain rights. On the instruction of the Moscow Soviet and of its bodies he can check the work of state bodies, enterprises, institutions and organisations on matters within the jurisdiction of the Soviet. He has free access to the enterprise, institution or organisation the work of which he is checking and the right to study the necessary documents and materials.

He informs appropriate state bodies, enterprises, institutions and organisations of the results of a check-up and, if necessary, makes suggestions on the improvement of their work, the elimination of shortcomings revealed, and calls to account persons guilty of violating state discipline and socialist legality.

A deputy has the right to raise a question in the Soviet and its bodies about the checking of the work of state bodies, enterprises, institutions or organisations.

In its turn, the Moscow Soviet can hear the information of its deputies about the fulfilment of their duties, the implementation of the decisions and assignments of the Soviet and its bodies.

The work of deputies in their constituencies is an important part of their activity and a necessary condition for the effective functioning of the Soviet and for strengthening its direct contacts with the electors, with the general public.

Deputies of the Moscow Soviet conduct extensive work in their constituencies. They inform their electors about the work of the Soviet and its Executive

Committee, about the fulfilment of the plans for Moscow's economic and social development, of the decisions of the Moscow Soviet and of the electors' mandates. Deputies constantly study public opinion, inform the Moscow Soviet and its bodies about the needs and requirements of the population, take measures to satisfy them, move suggestions on questions which arise in connection with their deputy work for consideration by the corresponding bodies and officials.

In their work in the constituencies deputies rely on the help and support of activists in the Moscow Soviet, in Party, trade union and Komsomol organisations, in local community organisations, work collectives of enterprises, institutions and organisations situated in a given constituency.

Deputies have the right, on all questions connected with their activity as deputies, to appeal to government and non-government bodies, enterprises, institutions, organisations and officials, who are obliged to consider questions raised by the deputy and provide an answer within ten days. In accordance with Art. 23 of the USSR Law on the Status of People's Deputies in the USSR, the proposals of deputies of the Moscow Soviet on vital issues are to be considered by the Executive Committee. The deputy is informed in advance of the day on which his question is to be considered and he himself can take part in the discussion at the sitting of the Executive Committee.

The Constitution of the USSR (Art. 105) and

the USSR Law on the Status of People's Deputies in the USSR (Art. 24) stipulate that deputies have the right to be received without delay by heads and other officials of corresponding state and social bodies, enterprises, institutions and organisations on matters arising from their work as deputies.

Heads of enterprises, institutions and organisations situated in the constituency, at the request of a deputy, provide all reference materials and other information necessary for his activity.

When executing his control functions, a deputy of the Moscow Soviet makes sure in his constituency that the decisions of the Moscow Soviet and its Executive Committee, aimed at the satisfaction of the vital needs of the population, are carried out and the mandates of his electors fulfilled. Above all, deputies pay much attention to questions connected with the work of housing agencies, trade and catering establishments, communal, daily service and cultural establishments and with the maintenance of public order.

Deputies of the Moscow Soviet receive their electors once a month at one of the premises situated on the territory of the constituency so as to make it convenient for electors. They consider suggestions, statements and complaints addressed to them and take measures to resolve them properly and promptly. They study the reasons which gave rise to these complaints and make their suggestions to the Moscow Soviet, its Executive Committee and to other

government and non-government bodies, enterprises, institutions and organisations.

Art. 19 of the Law on the Status of People's Deputies in the USSR records the right of the deputies to control the examination of all suggestions, complaints and statements addressed to them by state bodies, enterprises, institutions and organisations situated on the territory of the Soviet and to take part in their consideration.

Work with electors' mandates forms a large proportion of a deputy's activity within the constituency. Art. 103 of the Constitution of the USSR obliges deputies to work for the implementation of the electors' mandates.

The Law on the Status of People's Deputies in the USSR stipulates in Art. 25 the right of a deputy to demand the elimination of a violation of the law; if he finds that the rights and legally protected interests of citizens are being violated or there is some other violation of the law, he is in a position to demand that these violations are ceased and, in cases of necessity, to apply to the appropriate bodies and officials to stop these violations.

The officials of state and social bodies, the management of enterprises, institutions and organisations, as well as militiamen, to whom a deputy applies with a request, must, without fail, take the necessary measures to stop such violations and, if necessary, to hold the wrongdoers responsible for them.

One of the forms of a deputy's activity in his

constituency is his joint work with other deputies in *a territorial deputy group.*

In accordance with the Regulations for Territorial Deputy Groups, approved by the Moscow Soviet, these include deputies of the Moscow city and district Soviets elected from adjoining constituencies on the territory of housing management offices.[1]

All in all, there are some 700 territorial deputy groups in the city which include nearly 10,000 deputies of the Moscow city and district Soviets.

Territorial deputy groups are the organisational and legal form of coordinating the work of deputies in their constituencies and are set up to enable the deputies of the Moscow city and district Soviets to tackle common tasks arising in the course of work in their constituencies.

Deputy groups coordinate work among their electors, render assistance to every deputy in these groups in exercising the duties and rights granted him by the Law on the Status of People's Deputies and by the laws on local Soviets, including the reception of electors, the consideration of their suggestions, statements and complaints and giving accounts to the electorate.

At the same time deputy groups concentrate

[1] The housing management office is a local territorial body managing the housing stock on a territory with a population of 8,000-12,000 people.

their efforts on the solution of such issues in the life of the population residing on their territory as medical, trade and daily services, the environmental improvement of courtyards, improving the maintenance of housing, work with children and teenagers, maintenance of public order, etc.

With this aim in mind deputy groups study the needs and requirements of the population and report them to the Soviet and its bodies; take part in preparing questions, especially those connected with catering to the population, for the sessions of the Soviet and sittings of its Executive Committee; inform the public about the work of the Moscow city and district Soviets and their Executive Committees and about the fulfilment of the electors' mandates, and draw the public in this endeavour.

The work of deputy groups is based on the combination of individual and collective forms of work of deputies with their electors. In their work deputy groups maintain close contacts with the Executive Committees of the city and district Soviets, standing committees, mass organisations and local community groups which function on the territory of the deputy group.

The officials of enterprises, institutions and organisations situated within the territory of the deputy group are duty-bound to take part in its sittings if they are invited.

The decisions of the deputy groups are of a recommendatory nature. Heads of the administra-

tive bodies of the Executive Committees of the Soviets, as well as enterprises, institutions and organisations within the territory of the group, are obliged to consider its recommendations, inform it of the results of this consideration or of the measures adopted within one month.

The work of deputy groups is directed by district Soviets. The Executive Committees of the district Soviets coordinate the work of deputy groups and render them the necessary assistance in their work, inform deputies and deputy groups about the fulfilment of plans for economic and socio-cultural development, the implementation of electors' mandates and about measures taken on the suggestions and recommendations of deputy groups.

The activity of deputy groups in no way replaces the individual work of each deputy in his constituency and does not free him from responsibility to his electors for his work and for the work of the Moscow city and district Soviet accordingly.

Besides the territorial deputy groups, another organisational and legal form of collective deputy activity has recently become widespread, i. e., *production deputy groups* which include deputies of the Moscow city and district Soviets who work at one and the same enterprise.

Production deputy groups help to consolidate business ties and the cooperation of local bodies of state power with work collectives.

In Moscow, production deputy groups have been set up at 166 major enterprises and include 213

deputies of the city and 2,037 deputies of district Soviets. The main work trends of production deputy groups are: developing socialist emulation for the fulfilment of production plans; helping to satisfy fully the cultural and daily interests of work collectives; monitoring the observance of Soviet laws in the field of labour protection and safety engineering, and labour relations.

Deputy posts, an organisational form of deputy activity at enterprises, have also become widespread in practice. In accordance with the Regulations approved by the Moscow Soviet, deputy posts are set up by the Soviets themselves and by standing committees and deputy groups from among the deputies of the Soviet in order to control systematically the fulfilment of plans for economic and social development, as well as concrete decisions of the Soviet, its Executive Committee, standing committees, deputy groups, and of the electors' mandates.

Deputy posts are set up in cases when the fulfilment of the plan at an enterprise or institution or of the electors' mandates, as well as the process of implementing decisions demand special attention, control and assistance from the standing committee, deputy group or a deputy. Thus, deputy posts are set up in cases of necessity either for a definite period or for the term of the office of the Soviet. Depending on the specific tasks and the volume of work the post may have one or several deputies.

A great number of deputy posts, for instance, were set up during the preparations for the 22nd Olympic Games at sports facilities under construction. Using their statutory powers and the prestige as deputies, the deputy posts made quite a sizeable contribution to the implementation of the plans for preparing Moscow for the Olympic Games.

The implementation of the extensive and responsible tasks which are entrusted to the deputies of the Soviets is ensured by the guarantees of deputy activity recorded in the Soviet Constitution and in the Law on the Status of People's Deputies in the USSR.

Art. 106 of the Constitution of the USSR states: "Deputies shall be ensured conditions for the unhampered and effective exercise of their rights and duties."

The Law on the Status of People's Deputies specifies the organisational and political, legal and material guarantees of deputy activity.

Above all, Art. 26 of this law states that government and non-government bodies, enterprises, institutions and organisations and their officials are duty-bound to assist a deputy in the discharge of his powers. In cases where officials fail to carry out their duties, the Soviet and its bodies can impose a disciplinary penalty on them or make before the appropriate agencies their representations concerning the application of such penalties, even up to dismissal from their posts.

Arts. 28 and 29 of the USSR Law on the Status

of People's Deputies in the USSR guarantee deputies with all necessary information and legal aid. They oblige the Executive Committee of a Soviet to provide deputies with official publications and the Soviet's information materials. They also oblige the Executive Committee of a Soviet, the management of an enterprise or organisation, as well as a legal institution, to render deputies assistance on legal questions, arising from deputy activity. Moreover, they oblige the heads of enterprises, institutions and organisations situated in one constituency to provide deputies on request with reference materials and other information necessary for carrying out their duties.

All deputies of the Moscow Soviet twice a month receive the official publication—*The Bulletin of the Executive Committee of the Moscow City Soviet of People's Deputies.*

The Executive Committee of the Moscow Soviet systematically sends the deputies plans of measures to implement the electors' mandates, information about the way these are being carried out, references on the course of the execution of annual and five-year plans for the economic and social development of Moscow, and reports on the work of the Moscow Soviet and its Executive Committee.

Recorded in the USSR Law on the Status of People's Deputies in the USSR are the juridical guarantees for safeguarding the rights of the deputies in the field of labour, administrative legal, criminal legal and procedural relations.

According to Art. 32 of the law, a deputy cannot be dismissed from his work on the initiative of the management, or transferred to lower-paid work as a disciplinary penalty, without the preliminary consent of the Soviet and, in between sessions, of its Executive Committee.

The law states that a deputy released from his regular work in cases where he is elected to an elective body of the Soviet is guaranteed work or a post at his former place of work or, with his consent, at some other enterprise, institution or organisation.

The time a deputy works in an elective body of the Soviet is included in his work record under the profession or trade which the deputy had before his election to the body of the Soviet.

In accordance with Art. 106 of the Constitution of the USSR, deputies of all Soviets enjoy special immunity. A deputy of the Moscow Soviet cannot be made criminally answerable, be arrested, or be subjected to administrative penalties imposed by a court of law on the territory of the Soviet without the consent of the Moscow Soviet and, in between sessions, of its Executive Committee.

The forms and methods of the activity of the Moscow Soviet, its bodies and deputies examined in this chapter graphically illustrate the system of organisation of the representative bodies of power existing in the Soviet Union, a system which creates every condition for public participation in running the state and ensuring the continuity and effectiveness of the power of the Soviets. This system once again proves Lenin's statement on Soviet power: it is an authority open to all, it carries out all its functions before the eyes of the masses, is accessible to the masses, springs directly from the masses, and is "a direct and immediate instrument of the popular masses, of their will".[1]

[1] V. I. Lenin, "A Contribution to the History of the Question of the Dictatorship", *Collected Works*, Vol. 31, Progress Publishers, Moscow, 1974, p. 352.

Chapter IV

The Moscow City Soviet of People's Deputies and Social Organisations and Work Collectives

The Moscow Soviet and trade unions. The Moscow Soviet and the Komsomol. The Moscow Soviet and cooperative organisations, voluntary societies, creative unions. The Moscow Soviet and local community organisations. The Moscow Soviet and work collectives.

The Soviets of People's Deputies, as indicated earlier, form the political foundation of the USSR. Through the Soviets the people implement the state power belonging to it. However, the characteristic feature of the socialist rule of the people is that other links of the Soviet political system also handle a large amount of work in governing the state.

The Constitution of the USSR, while determining the main components of the political system of the Soviet state, attributes to it not only the Soviets of People's Deputies, but also trade unions, the Komsomol, cooperatives and other social organisations which, in accordance with the tasks recorded in their Rules,

participate in running the affairs of the state and society, in the solution of political, economic and socio-cultural questions.

Work collectives form one of the links of the political system and take part in considering and solving state and social matters, in planning production and social development, in training and placing personnel, in discussing and solving questions of managing enterprises and institutions, of improving working and living conditions, of using the means intended for production, as well as for socio-cultural measures and material incentives. Work collectives promote socialist emulation, help to spread advanced methods of work, strengthen labour discipline, educate their members in the spirit of communist morality, help to raise their political consciousness, culture and professional qualification.

In the final analysis, all the links of the Soviet political system have common tasks. Therefore, the effectiveness of their functioning largely depends on the character of their interrelation, on the correct demarcation of specific tasks and on the coordination of their work.

The Communist Party of the Soviet Union is the nucleus of the political system, of the state and social organisations, and the guiding and directing force of Soviet society.

As Yuri Andropov, General Secretary of the CPSU Central Committee, said in his report at a joint jubilee meeting devoted to the 60th anniversary of the USSR: "The Party has been, and remains, that powerful

creative and mobilising force which ensures steady social progress in all fields."[1]

The Party unites the efforts and directs the activity of the Soviets of People's Deputies, social organisations and work collectives in communist construction. Working under the Party's guidance, the Soviets, trade unions, cooperatives, the Komsomol, voluntary societies and creative unions express the diverse interests of various groups of the population, linking them with the interests of the society as a whole.

With regard to the Soviets the Party consistently pursues the line of strengthening them as representative bodies and enhancing their plenary powers.

The Moscow City Soviet of People's Deputies works under the guidance of the Moscow City Party Committee. This guidance is political and in no way means that the Soviet is administratively subordinate to the City Party Committee. It is implemented within the framework of the Constitution of the USSR, through the Party group of the Moscow Soviet and Communist deputies elected to the Soviet, and through the primary Party organisation of the Executive Committee of the Moscow Soviet.

The main organisational form of ensuring the guiding role of the City Party Committee in the work of the Moscow Soviet is the Party group of the Soviet which includes all Communist deputies elected to the Soviet. This group, in accordance with the

[1] Y. V. Andropov, *Sixtieth Anniversary of the Union of Soviet Socialist Republics*, Novosti Press Agency Publishing House, Moscow, 1983, p. 33.

Rules of the CPSU, is subordinate directly to the Moscow City Party Committee.

The close link and interaction between the state and social forms of governing Soviet society ensure the unity of the entire mechanism of people's democracy in the USSR.

The Soviets actively cooperate with social organisations involving wide sections of the public in state administration.

The forms and methods of cooperation of the Moscow Soviet with social organisations are wide and varied.

First of all, social organisations take part in forming the Moscow Soviet and in implementing the constitutional principle of responsibility and accountablity of deputies to the electors, collectives and social organisations which nominated them as candidates.

In accordance with Arts. 100 and 101 of the Constitution of the USSR and the RSFSR Law on the elections to local Soviets, the social organisations (branches and organisations of the Party, trade unions, the Komsomol, cooperative societies and others) have the right to nominate candidates for deputies, to freely and comprehensively discuss the political, business and personal qualities of candidates and also have the right to canvass for them; these rights are exercised at meetings, in the press, on radio and television. The representatives of these organisations also have the right to participate in the election commissions which conduct elections.

Representatives of social organisations play the role

of agents for candidates and are present when votes are counted and election results determined.

We have already spoken about the constitutional duty of the deputy to report on the work of the Soviet and his work in it to the social organisations which nominated him. Social organisations assist in conducting such reports and help deputies in their work in the constituencies.

Social organisations take part in preparing and holding the elections to the Moscow Soviet, while their representatives elected to this Soviet directly participate in its activity and also in the work of the Executive Committee, standing committees and its other bodies.

But most important of all is the cooperation of the Moscow Soviet with social organisations and work collectives in state, economic and socio-cultural development. In accordance with the law, the Soviet works in close cooperation with these organisations, puts forward vital questions for consideration by the public, directs the activity of local voluntary societies, promotes their work and the independent social activity of the population.

The Moscow Soviet and trade unions

The Moscow Soviet works very closely with trade unions.

The latter are required to protect the rights and interests of working people, actively to engage themselves in everyday, social and cultural issues. But the solution to such issues is impossible without the expansion of production, the strengthening of labour discipline, and without the growth of labour productivity. Therefore, the Soviet trade unions, which place the interests of the working man at the focus of their activity, are concerned about boosting production.

The joint activity of the Moscow Soviet and the City Council of Trade Unions is directed at solving these tasks.

The Moscow City Trade Union Organisation unites 5,700,000 Muscovites in its ranks.

The Moscow Soviet and the Trade Union Council jointly solve a wide range of questions. They cooperate in implementing the plans for economic and social development, in mobilising, for this purpose, the efforts of the working people of Moscow and in enhancing their work activity.

One of the most important forms of their work in this field is the organisation of socialist emulation. In Moscow 4,800,000 people take part in this emulation. The Moscow Soviet and the Moscow Trade Union Council jointly work out and approve the terms of the socialist emulation of the working people in various districts for the fulfilment of the annual and five-vear plans in industry, transport, building and the urban economy ahead of time. They check on how the socialist obligations have been carried out, sum up the results of the emulation and stimulate its winners, support the initiatives of front-rank workers and take measures to spread their advanced experience.

The Moscow Soviet and the trade unions control the fulfilment of the assignments for putting out

consumer goods at all the city's enterprises, regardless of their administrative subordination. They concentrate on problems connected with raising the public's well-being and, above all, with the improvement of the living, working and leisure conditions of Muscovites. The Moscow Soviet and the trade unions cooperate more and more closely in solving questions of improving working conditions, the scientific organisation and protection of labour, of reducing and, in future, completely eliminating hard physical labour on the basis of comprehensive mechanisation and automation of production processes in all branches of the economy. They hold annual public reviews of working conditions and labour protection at the enterprises and organisations of industry, building and the economy. One such review held, for instance, in the urban economy in 1980 demonstrated that the departments, heads of enterprises and organisations of the Executive Committee of the Moscow Soviet, in cooperation with trade union committees, implemented a whole number of steps to organise the fulfilment of the five-year plans for the improvement of the conditions of labour protection and sanitary and health measures. Over a year the review commission received 16,000 suggestions from the public, aimed at improving working conditions and raising labour safety, streamlining public services and recreation organisation. Nearly 14,000 of these suggestions were implemented. As a result of this work the labour conditions of 45,000 workers have been improved. Over

12,000 of these have been freed from strenuous manual, non-mechanised jobs and from harmful working conditions. All of them have been shifted to other jobs.

The societies of innovators and inventors, as well as scientific and technical societies functioning in Moscow, play an important role in solving numerous tasks connected with accelerating scientific and technological progress in the capital's economy. They unite over 800,000 working people in the city and work hand in hand with the trade unions and Soviets. During the 10th five-year plan period the capital's economy received an economic result to the tune of over 1,000 million rubles, and in 1981—240 million rubles, from introducing the recommendations and proposals of innovators and inventors.

The Executive Committee of the Moscow Soviet and the Presidium of the Trade Union Council have worked out for 1981-1985 measures to further improve working conditions, to strengthen control over labour safety and sanitary and health measures, to observe collective agreements, to fulfil plans for the social and economic development of enterprises and organisations, to conduct systematic work to reduce the number of those doing strenuous manual and non-mechanised work, and to improve the organisation of services for the public at their places of work.

The RSFSR Council of Ministers and the All-Union Central Council of Trade Unions have orga-

nised the socialist emulation between the autonomous republics, territories, regions, cities, autonomous areas and districts for better organisation of work to make built-up areas more comfortable and improve their sanitary conditions. The Moscow Soviet and the Trade Union Council have organised this emulation in Moscow by involving work collectives and the general public in modernising the city and making it still greener.

The Moscow Soviet and the trade unions conduct extensive joint work in the field of housing, cultural and daily service development. The trade unions take part in the elaboration by the Soviet and its planning bodies of current and long-term plans for building apartment houses, trade and public catering establishments, cultural, communal and other amenities, organise control for the implementation of adopted plans, show concern for creating conditions for the more productive work of builders and spread advanced methods of their work.

The Executive Committee of the Moscow Soviet and the Presidium of the Trade Union Council implement the constitutional right of the Soviet people to housing. They work out and approve the Regulations for the procedure of registering citizens in need of improved housing and of granting them apartments, control the observance of this procedure, organise public reviews of the conditions of housing, work out the terms of emulation for a model house.

Trade union representatives are included in the

commission of the Executive Committee for housing.

The Moscow Soviet and the trade unions fruitfully cooperate on issues of improving public health, social security, trade, public catering, consumer and communal services, organising cultural and educational work and recreation for workers and members of their families.

Raising the general educational and cultural level of the working people is one of the important aspects of this joint work. The Soviets and the trade union bodies show concern about involving industrial and office workers in correspondence courses and evening classes at secondary general education schools, technical schools and institutes, about the expansion of the network of educational establishments and about the creation of necessary conditions for students who study in them.

In 1980 alone the Executive Committee and the Trade Union Council adopted over 100 joint decisions on highly varied topics. These included the further improvement of working conditions and safety engineering in construction and at enterprises of the urban economy; the working out by economic and trade union bodies of comprehensive plans for the improvement of working conditions, labour protection and sanitary and health-building measures for 1981-1985; the future use of the Olympic sports facilities for the development of physical culture and sport in the capital; and the improvement of cultural services for the population.

The Moscow Soviet and the Komsomol

The Moscow Soviet closely cooperates with another mass organisation, the City Committee of the All-Union Leninist Young Communist League (Komsomol). Above all, they cooperate in solving the tasks of giving the young generation a communist upbringing, organising the training of young people, involving them in front-rank, responsible sectors of economic development and allowing them to actively participate in managing state affairs.

The common concern is to raise the productive activity of young people and to develop their initiative in carrying out economic plans. Komsomol organisations, in conjunction with government and trade union bodies, organise and guide socialist emulation among young people.

Moscow YCL organisations participate in major building projects of the city, many of which are declared to be shock-work Komsomol projects.

The first such project was the construction of the Moscow Metro. In 1933 the Moscow Komsomol organisation sent 13,000 workers to construct it. For excellent work on its first stage the Moscow Komsomol organisation was awarded the Order of Lenin.

In 1955-1956 it was the Lenin Central Stadium in Luzhniki which became a shock-work Komsomol project. Over 10,000 YCL members and young builders worked there.

In the 1970s the shock-work projects included the construction of new Metro lines, the reconstruction of the Lenin Komsomol Car Factory, the building of the Oncological and Cardiological Centres of the USSR Academy of Medical Sciences and others. During these years the sports arenas and stadiums, erected in preparation for the 22nd Olympic Games, also became shock-work projects engaging 270 Komsomol and youth teams with a total of 20,000 people working in them.

The Moscow City Komsomol Committee draws a considerable part of its Komsomol members and other youths into economic construction through building detachments which students voluntarily join during the summer vacations. Over a twenty-year period, beginning in 1959 when the first student building detachment was formed (numbering 320 students) at the Physics Department of Moscow State University, over 550,000 students took part in Moscow student detachments which tackled diverse work in the national economy to a sum of over one thousand million rubles. Moscow student building detachments worked not only in Moscow. They actively participated in all-Union shock-work ventures, such as the Sayano-Shushenskaya hydroelectric power station, the Ust-Ilim industrial forest complex and the Norilsk ore concentration plant. For instance, in 1978 nearly 26,000 students of the Moscow building detachments worked in more than 20 regions, territories and constituent republics of the country. Moreover, they read over 27,000 lectures and gave over 7,000 concerts.

The Executive Committee and the City Komsomol

Committee jointly sum up the results of the work of student building detachments, determine the winners and present them awards.

The Komsomol bodies take part in the elaboration by the Moscow Soviet and economic organisations of the long-term plans for the employment and professional training of young people who graduated from secondary and vocational schools. Moreover, they show concern about the general educational level of young workers by expanding the network of evening and shift schools and organising their work, daily life and cultural rest.

Public education bodies and schools maintain close contacts with the Komsomol organisations of major industrial enterprises and building sites, which appoint from among their ranks the best Komsomol members to work at schools as Young Pioneer leaders, help in organising the work of Young Pioneer Houses and Palaces, centres of young technicians and naturalists, sports schools, children's stadiums, parks and tourist excursion clubs.

The Moscow Komsomol pays particular attention to educational work with teenagers and children in places of residence. This work is conducted by YCL committees in conjunction with public education bodies.

The Komsomol organisations render great assistance to the Moscow Soviet in maintaining public order. They take an active part in the functioning of voluntary public order squads and set up special operative detachments.

Komsomol organisations take part in preparing and holding elections to the Soviets, in mass campaigning work among the electors, and in the work of election commissions. Quite a large number of candidates to the Moscow city and district Soviets are nominated directly at Komsomol meetings and recommended by YCL bodies.

As has already been mentioned, Komsomol members and other youths are widely represented on the Moscow Soviet. Its Executive Committee and Komsomol organisations conduct special work with young deputies. They try to increase their activity in the work of the Soviet and its bodies, involve them in preparing and implementing the decisions adopted by the Soviet, ensure that they are taught advanced experience of deputy work and organise their training. With this aim in view the Executive Committee holds seminars for the young deputies and for those who have been elected for the first time. Territorial deputy groups and deputy posts cooperate with Komsomol posts, drawing them into the solution of many practical tasks.

The standing committee of the Soviet for youth affairs plays quite a big role in strengthening the links between the Moscow Soviet and the Komsomol. Business ties of this commission with the Moscow city and district Komsomol committees allow it to examine problems of education, labour and the daily life of young people, work out and introduce concrete proposals to the Soviet, its Executive Committee and other state bodies.

The Moscow Soviet and cooperative voluntary societies and creative unions

The Executive Committee of the Moscow Soviet works hand in hand with house-building, country house-building and garage-building cooperatives.

The volume of cooperative housing construction in the city is very impressive. The building organisations of the Executive Committee annually build apartment houses with a total living space of nearly 500,000 sq. m. for house-building cooperatives. Cooperative apartment houses are maintained on agreement between the cooperative boards and the housing organisations of the Executive Committees of the city district Soviets.

While rendering the cooperatives all-round assistance, the Moscow Soviet, in accordance with the law, exercises observation of and control over their activity both during the construction of apartment houses, country houses and garages and also during their maintenance. For this purpose the Department for House-Building Cooperatives has been set up in the Moscow Soviet.

The Moscow Soviet cooperates on wide range of issues with various voluntary societies, sports, scientific and others, as well as with creative unions of writers, journalists, artists and architects.

Functioning in Moscow are such major sports societies as Spartak, Dynamo, Central Sports Army Club, Burevestnik and Trudoviye Rezervy. In conjunction with the central and city council of these societies and the Sports State Committee of the USSR, the Executive Committee of the Moscow Soviet and its

Committee for Physical Culture and Sport organise and hold annually nearly 1,500 city, republican, national and international competitions, including nearly 200 traditional ones — for the prizes of the Moscow newspapers *Vechernyaya Moskva* (Evening Moscow), Moskovskaya Pravda (Moscow Truth), Izvestia (News), Moscow News and others.

The Summer Spartakiade of the Peoples of the USSR and, most of all, its finals, held in Moscow, are major national sports competitions in the organisation of which the Executive Committee and sports societies participate. The Executive Committee, the 1980 Olympics Organising Committee, the Olympic Committee of the USSR jointly with sports societies handled an immense amount of work in preparing and holding the 22nd Olympic Games which, according to large sections of the world public, the International Olympic Committee and competitors in the Games, was a brilliant festival of sport, peace and international friendship.

The Executive Committee of the Moscow Soviet and sports societies pay much attention to the development in Moscow of mass physical culture and sport as a means of health-building. There are over 3,000 physical culture collectives functioning in Moscow, united by ten sports and three central clubs, in which over two million people engage in various sports. Nearly 100 sports clubs at major enterprises and establishments of higher education have 120,000 member sportsmen. Nearly 900,000 Muscovites attend physical culture and health groups. The country's

first school sports society Yunost, set up in the city in 1958, has nearly 1,000 collectives containing 400,000 pupils.

The Moscow Soviet and the sports societies have at their disposal the constantly developing material and technical facilities. The city boasts 5,000 various sports facilities, including 60 stadiums, 20 sports palaces and other big arenas, 40 swimming pools, 1,500 gyms, 2,000 volleyball and basketball pitches and 400 football fields.

Following the Olympic Games Muscovites have received 27 major sports facilities, many of which are unique. They include an indoor stadium seating 45,000, a swimming pool with stands for 13,000 fans, an indoor cycling track, an equestrian centre, a weightlifting palace, a football and track and field arena, etc.

Since the Olympic Games the Executive Committee with the participation of the City Trade Union Council and the sports societies have secured Muscovites access to all the new sports arenas and stadiums.

The Moscow Soviet closely cooperates with the Unions of Architects and Artists of the USSR and their city organisations. These unions take an active part in the implementation of the Master Plan for the development of Moscow, in particular, in the elaboration and carrying out of projects for building up the city, in determining the architectural and artistic profile of its squares, thoroughfares and residential districts, and in creating unique buildings and structures, cultural monuments, etc.

The Moscow Soviet and local community organisations

The local community organisations, which work hand in hand with the Moscow Soviet and its bodies, make up a special link in the system of social organisations. These organisations are set up by the population on a territorial or production-cum-territorial principle to carry out definite tasks in maintaining public services, in meeting cultural requirements and protecting human rights and interests. They function exclusively on the territory of a local Soviet, are guided by it and do not have their own higher bodies. These are housing committees, voluntary public order detachments, comrades' courts at enterprises and in places of residence, parents' committees at schools and pre-school establishments, voluntary councils at cultural, public health and other establishments.

The local community organisations are formed, as a rule, by electing members at general meetings of citizens in their places of residence (housing committees), at public meetings in institutions (school parents' committees, voluntary councils at health institutions), or at general meetings of the work collectives (comrades' courts at enterprises). In certain cases they are set up from among the representatives appointed and recommended by mass organisations (voluntary public order detachments).

Those organisations which are created on the territorial principle conduct their work in places of residence, while those which are created on the production-cum-territorial principle function both in

places of work and residence (voluntary public order detachments and comrades' courts). A number of these organisations form groups of working people served by one enterprise or institution. These are parents' committees at schools and pre-school establishments, voluntary councils at libraries, etc. These also work on the territorial principle.

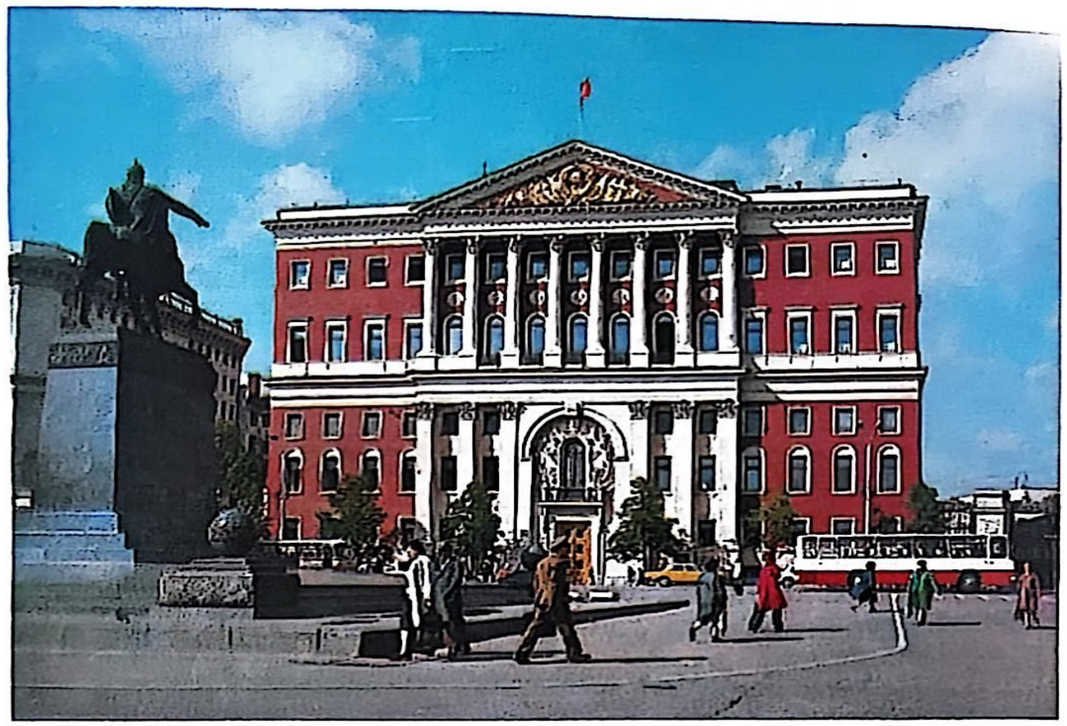
Regardless of the principle of their organisation, the Moscow City and district Soviets draw these bodies into management of economic and socio-cultural development. In the field of housing and communal economy these are housing committees; in the field of public education, health and culture — parents' committees at schools and pre-school establishments, voluntary councils at medical and disease-prevention institutions, councils at clubs and Houses of Culture, voluntary art councils and others; in the field of maintaining public order — voluntary public order detachments and comrades' courts, etc.

The local community organisations are guided in their work by the Moscow city and district Soviets. This guidance assumes various forms and methods. First of all, the Executive Committees of the Soviets solve questions connected with reports and elections into these bodies upon the expiry of the terms of office, as well as special re-elections in cases stipulated in the Statutes on the local community organisations.

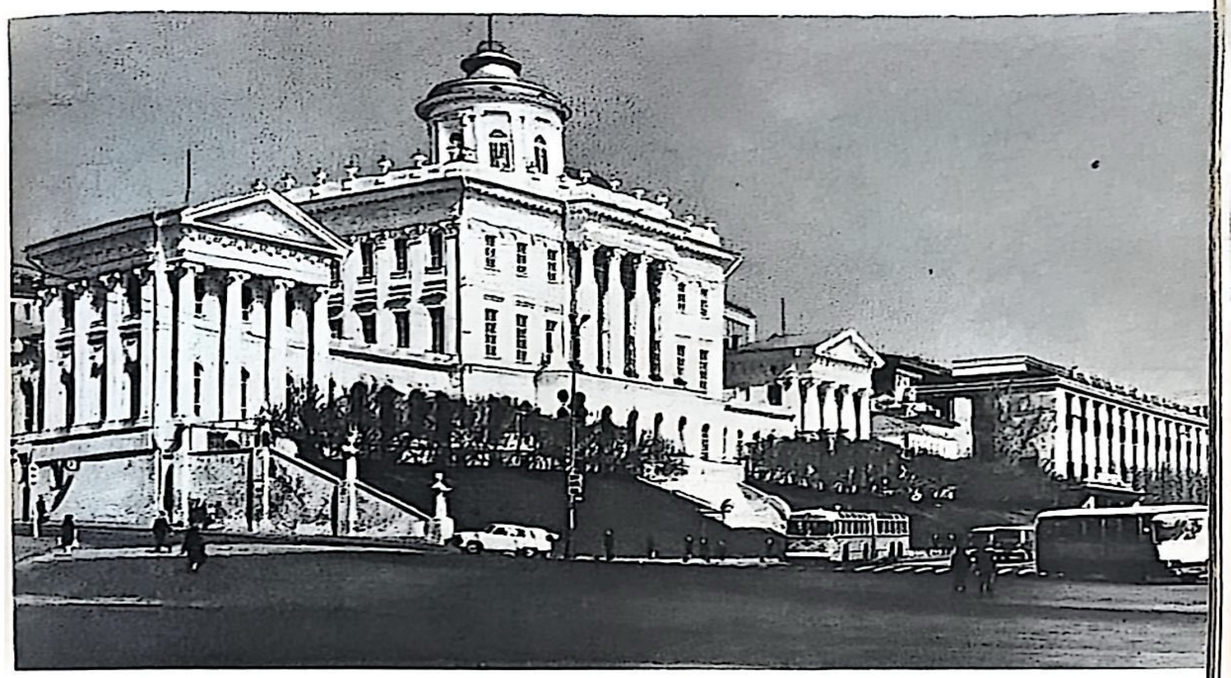
In order to concentrate the efforts of these bodies on solving specific and vital tasks of economic, social and cultural development, the Soviets guide and coordinate their work.

МОСКОВСКИЙ
ГОРОДСКОЙ СОВЕТ
НАРОДНЫХ ДЕПУТАТОВ
ДЕПУТАТСКОЕ УДОСТОВЕРЕНИЕ
№ 0001
18
ЛЕНИН
Владимир Ильич
СОЗЫВ

After each election deputy card No. 1 is registered in Lenin's name. This certification was registered after the election to the Moscow Soviet of the 18th convocation



The premises of the Moscow City Soviet of People's Deputies



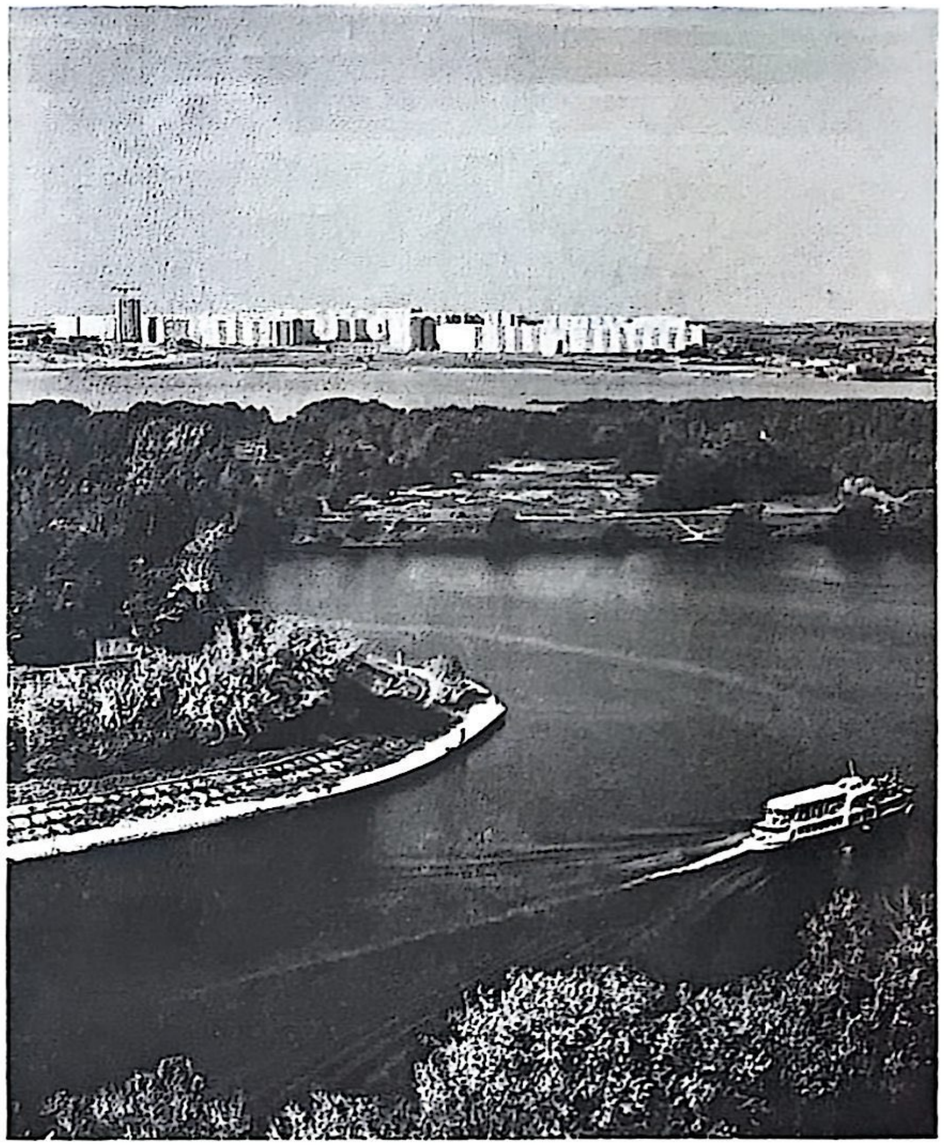
The Lenin State Library. In the foreground is the building of the former Rumyantsev Museum where Lenin worked before the Revolution (1893)

Gorky Street. The main street in the Soviet capital

Kalinin Prospect—the city's housing, administrative and commercial centre

Kutuzovsky Prospect. The West Gates of Moscow

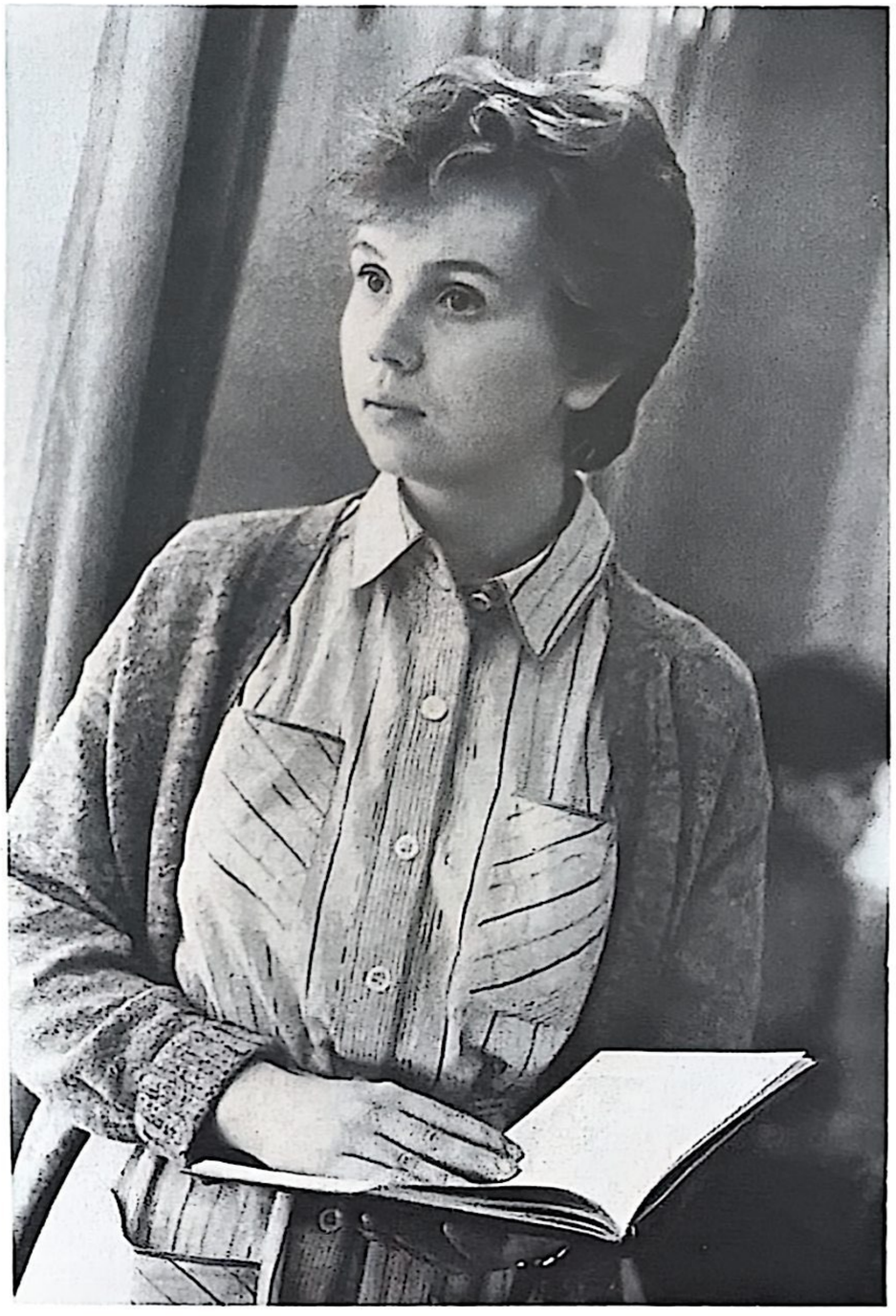
Mayakovsky Metro Station. It was here on November 7, 1941, as Hitler's army was bearing down on Moscow, that a ceremonial meeting of the Moscow Soviet was held to celebrate the 24th anniversary of the Great October Socialist Revolution. There is a plaque at the entrance to this Metro station to commemorate the event



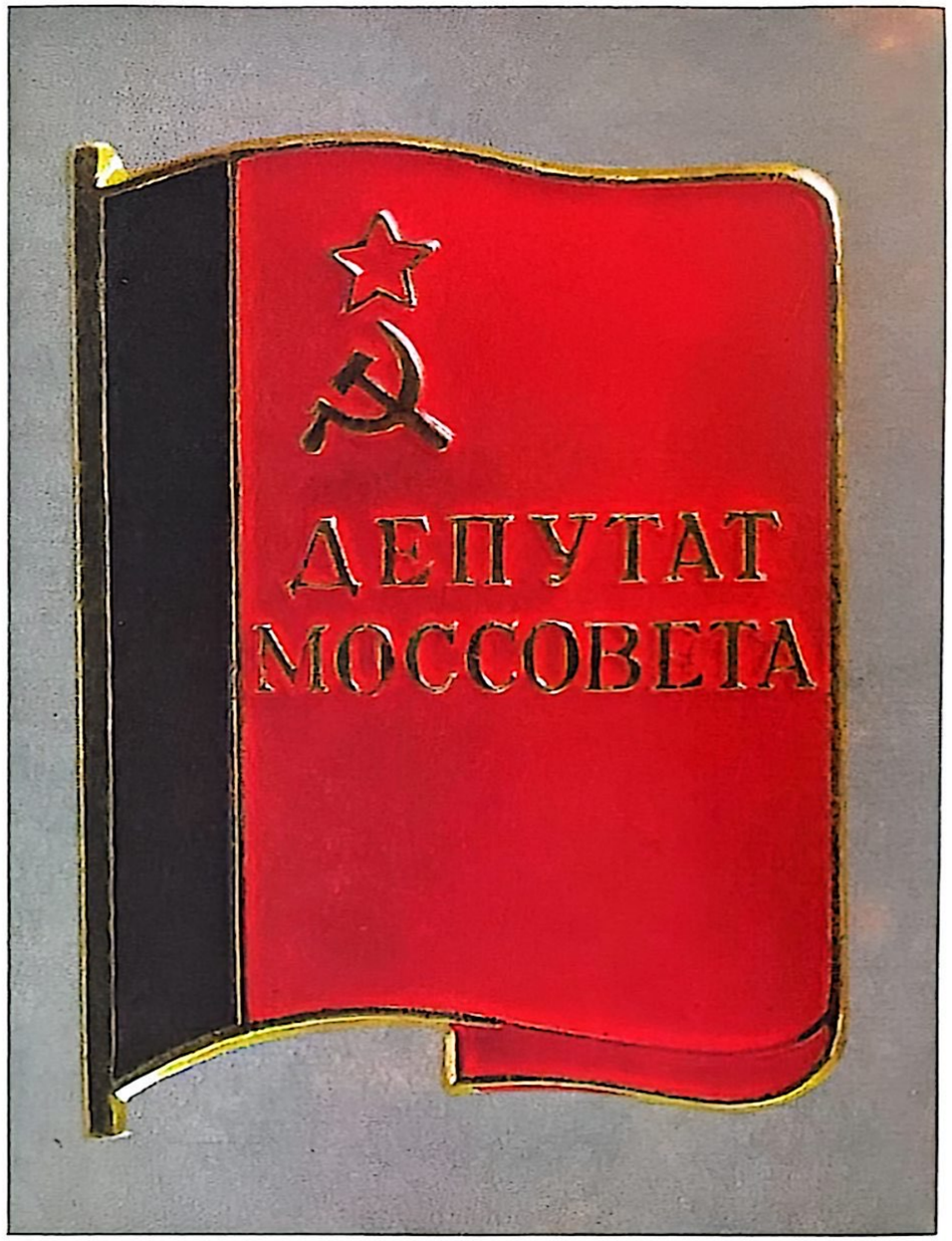
During the years of Soviet power, the territory of Moscow has considerably expanded. The new Strogino housing district is being built in a picturesque area on the outskirts of the city, protected by a belt of forest park

Muscovites vote unanimously for candidates for deputies of the Moscow Soviet. Polling station No. 14 in the city's Frunzensky District on polling day

One of the oldest deputies of the Moscow Soviet, I. Goberman, Hero of Socialist Labour and Head of the Chief Automobile Transport Department of the Moscow Soviet's Executive Committee

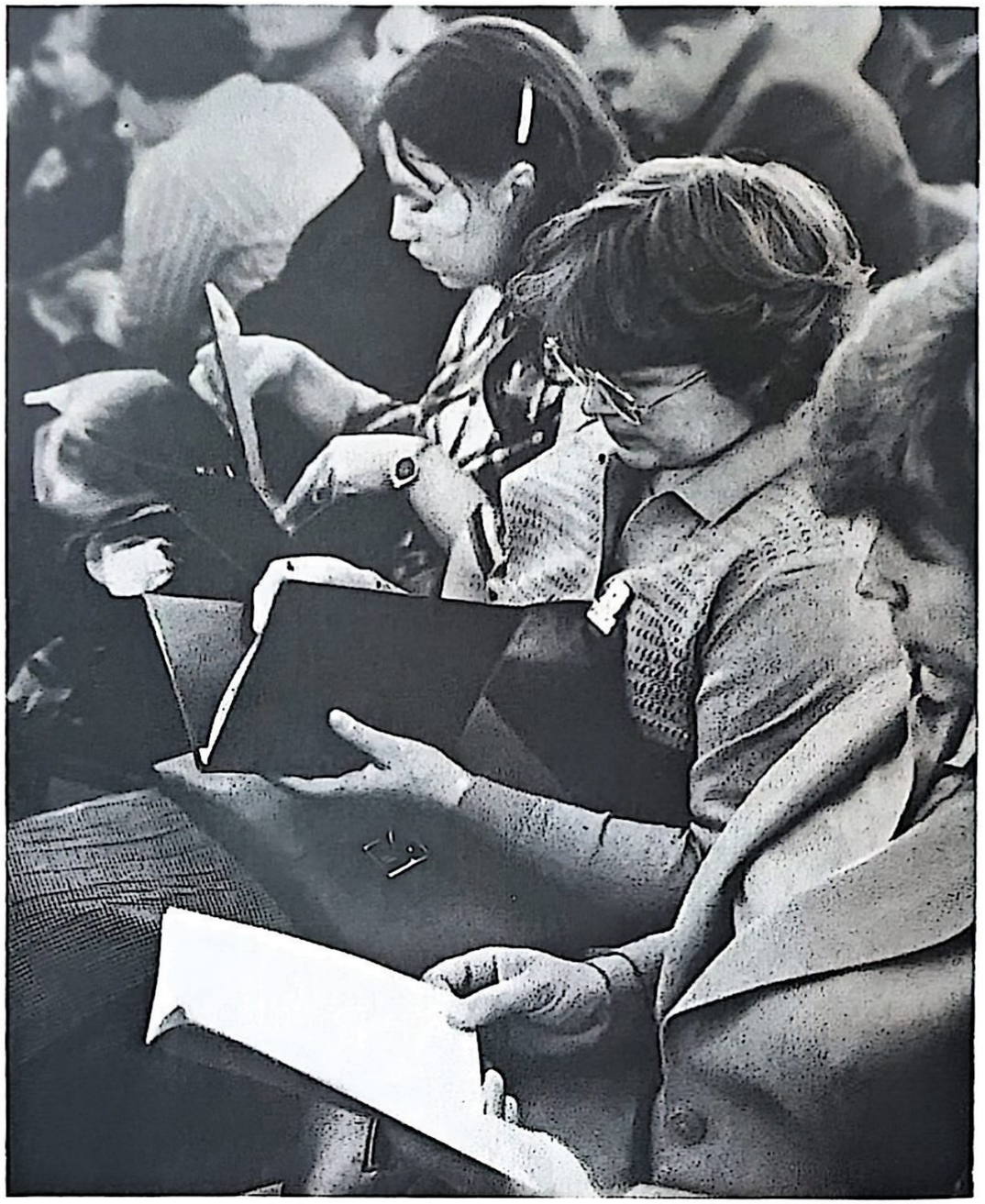


A representative of the younger generation in the Moscow Soviet, deputy Y. Poddubnaya, a student at the Institute of Electronic Mechanical Engineering



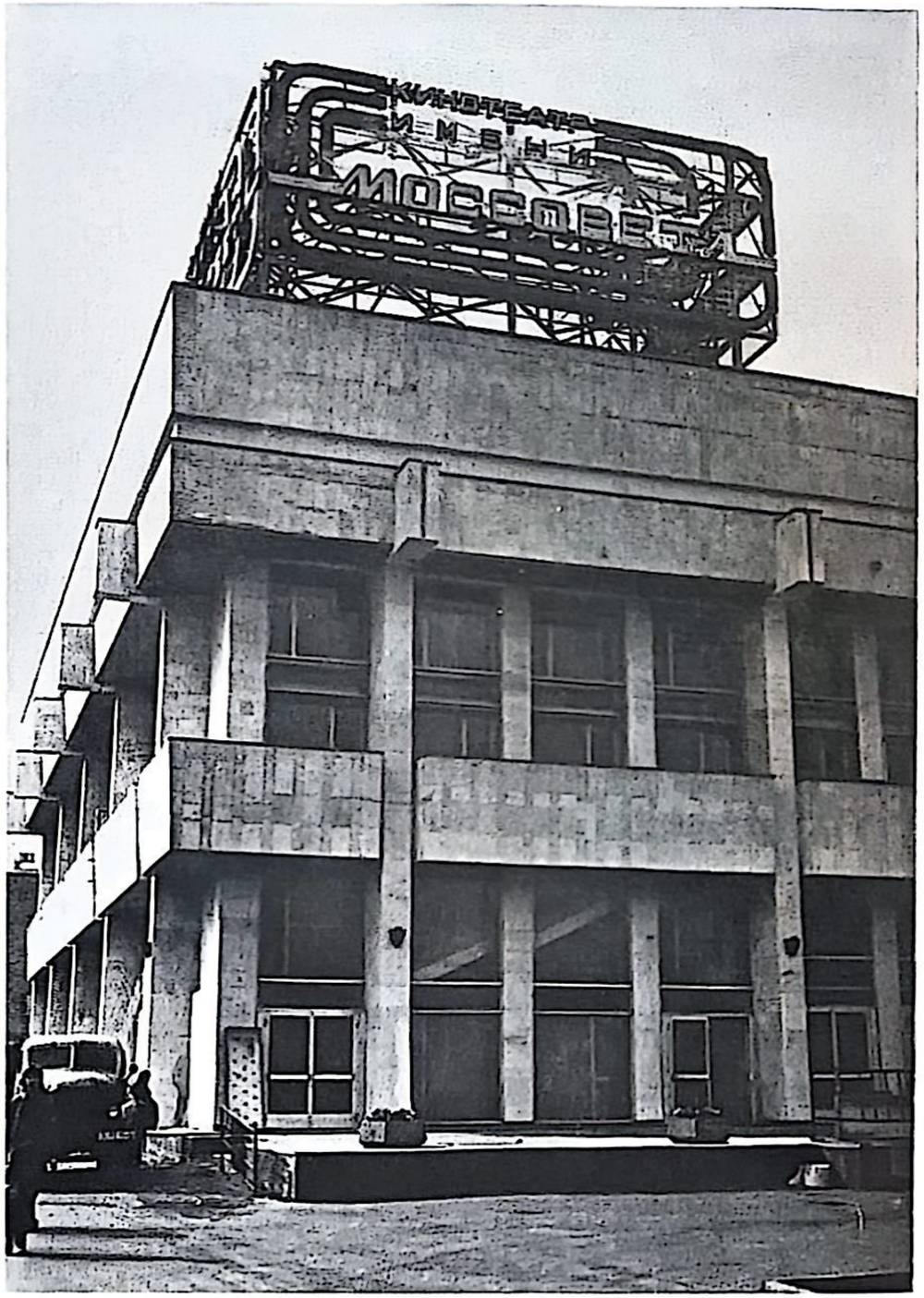
The badge worn by deputies of the Moscow Soviet

The Hall of Columns in the Trade Union House. One of the city's finest ceremonial halls. This is where sessions of the Moscow Soviet are held



In the hall during the first session of the Moscow Soviet of the 18th convocation

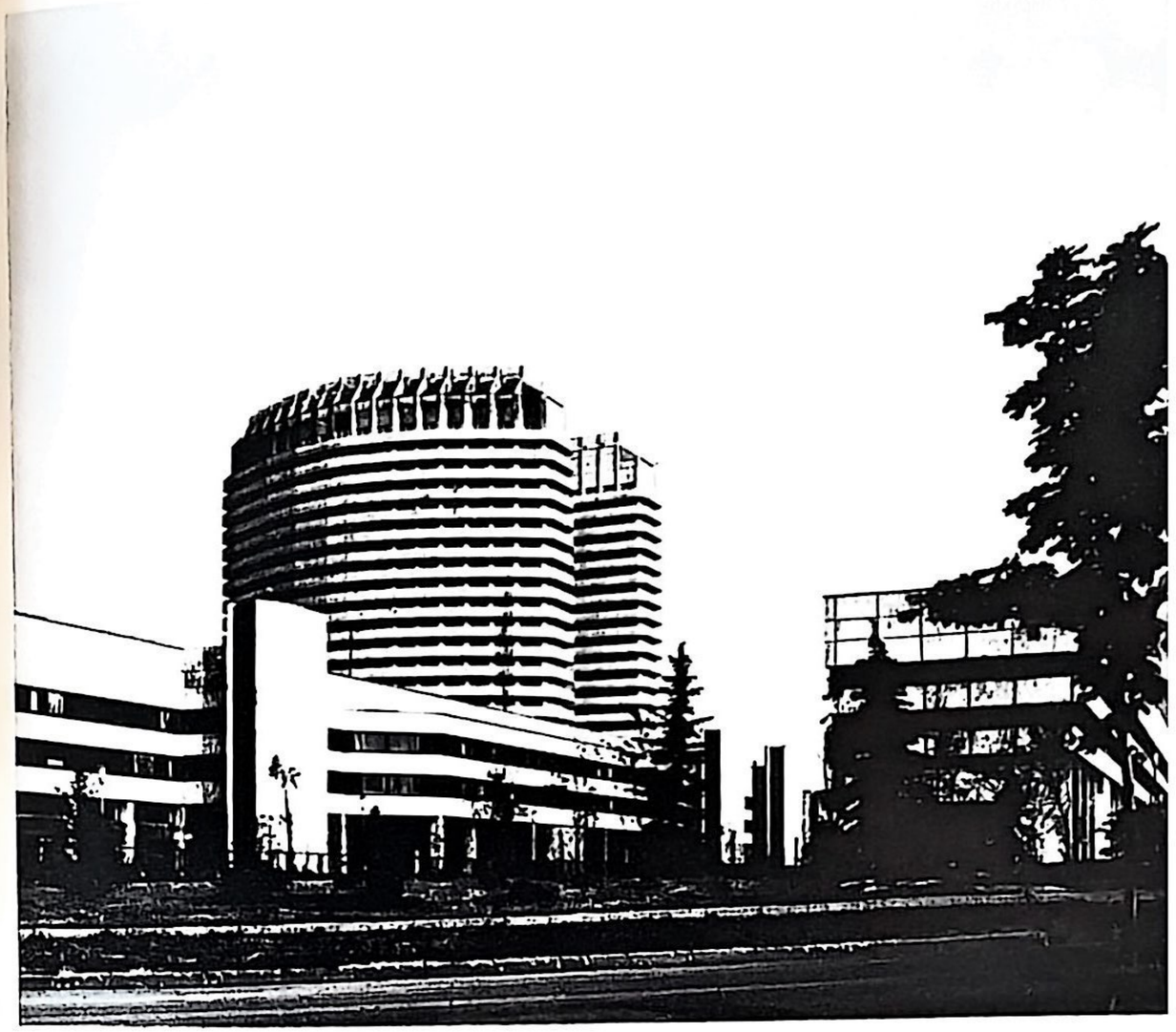
Moscow Soviet deputies at a bookstall during an interval in the session's work



On the mandate of the electorate, a new cinema-concert hall named after the Moscow Soviet has been built in the city's Kuibyshevsky District

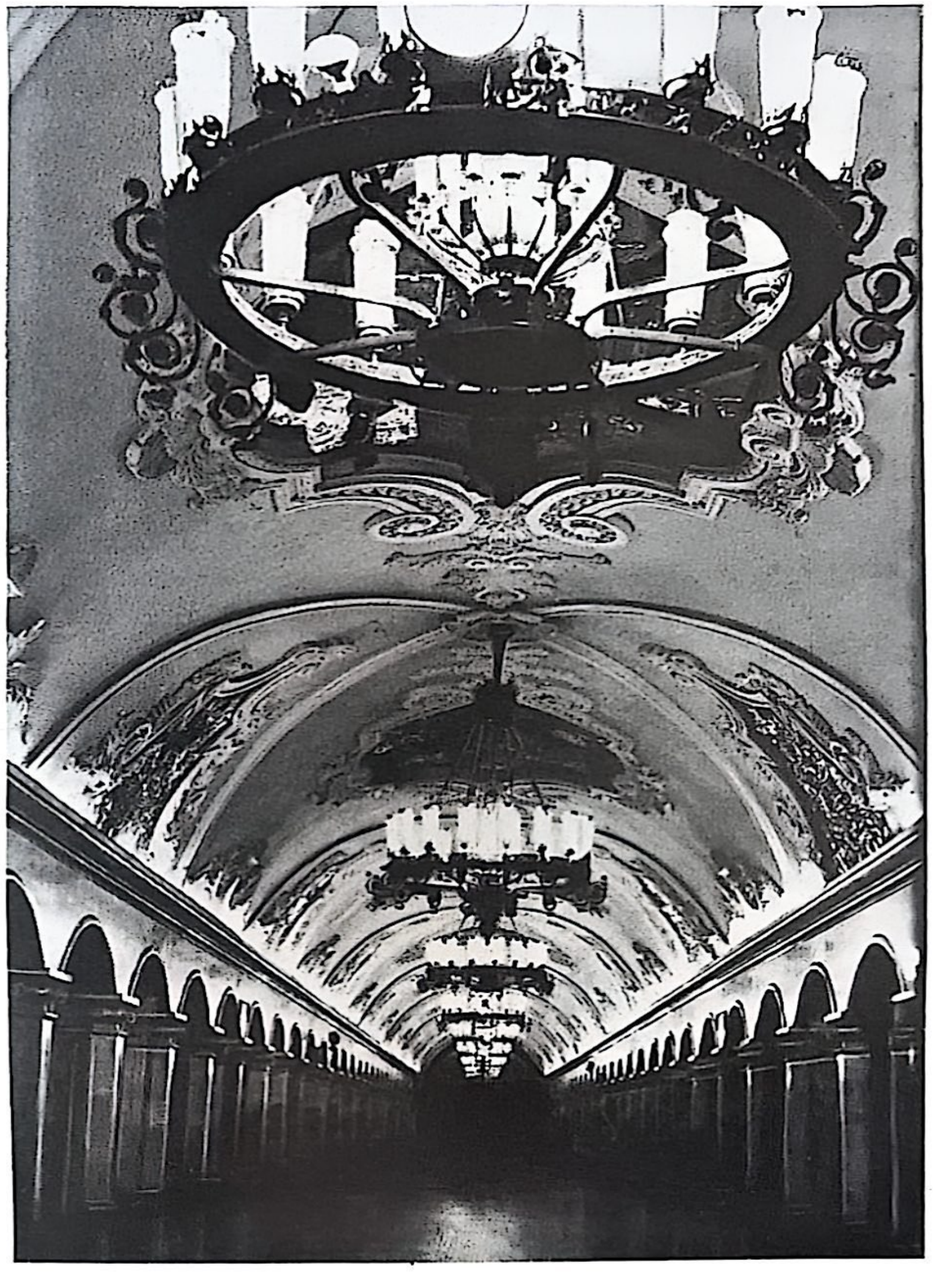
One of the Moscow Soviet's major tasks is the implementation of wide-scale housing construction. Houses like this on Marxist Street are going up all over the city

Bakeries, greengrocers and other shops are built alongside housing to provide for the daily needs of inhabitants



Health care is one of the Moscow Soviet's main concerns. This is the largest medical establishment in Moscow — the All-Union Oncological Centre, built out of funds accumulated from work done on a communist *subbotnik*

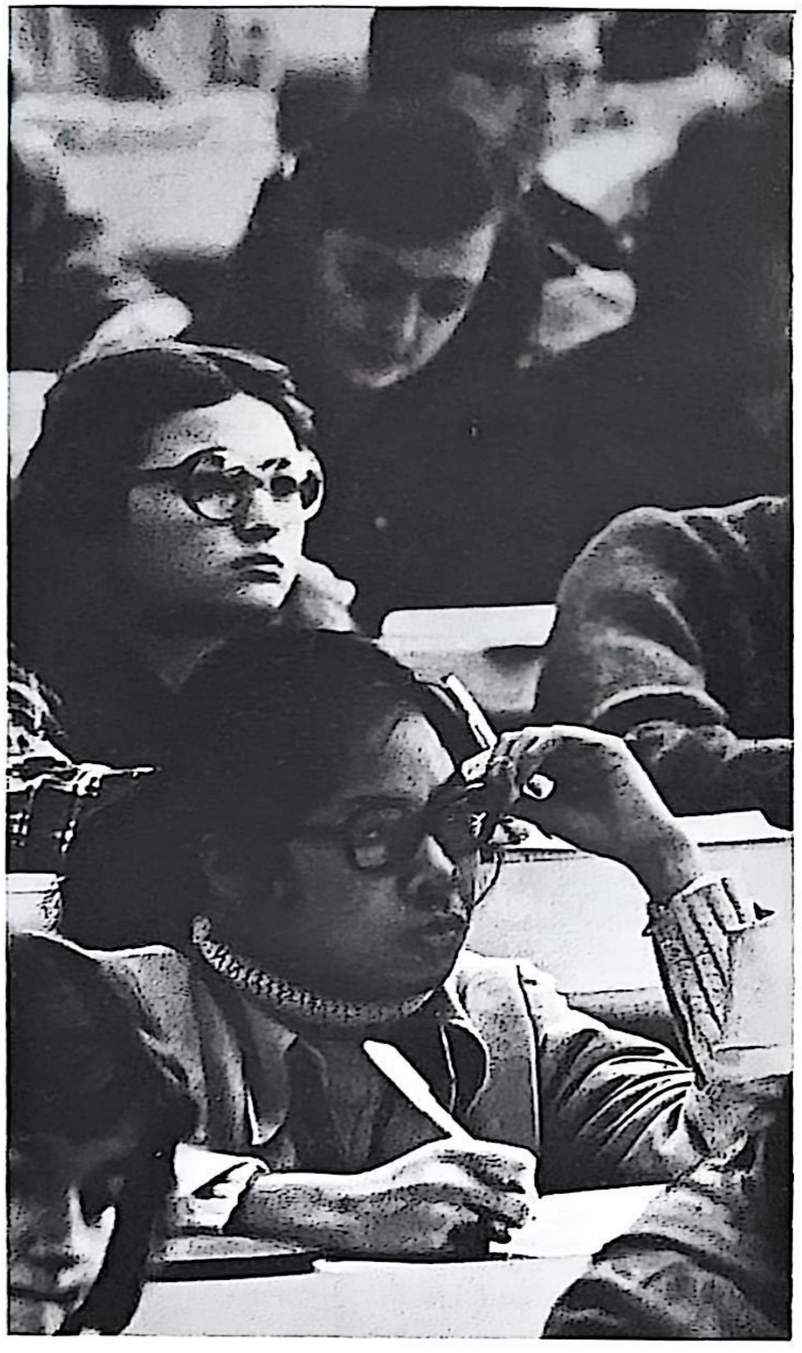
In schools now being built, study rooms are being provided with up-to-date equipment. The photograph shows a language laboratory in Secondary School No. 31



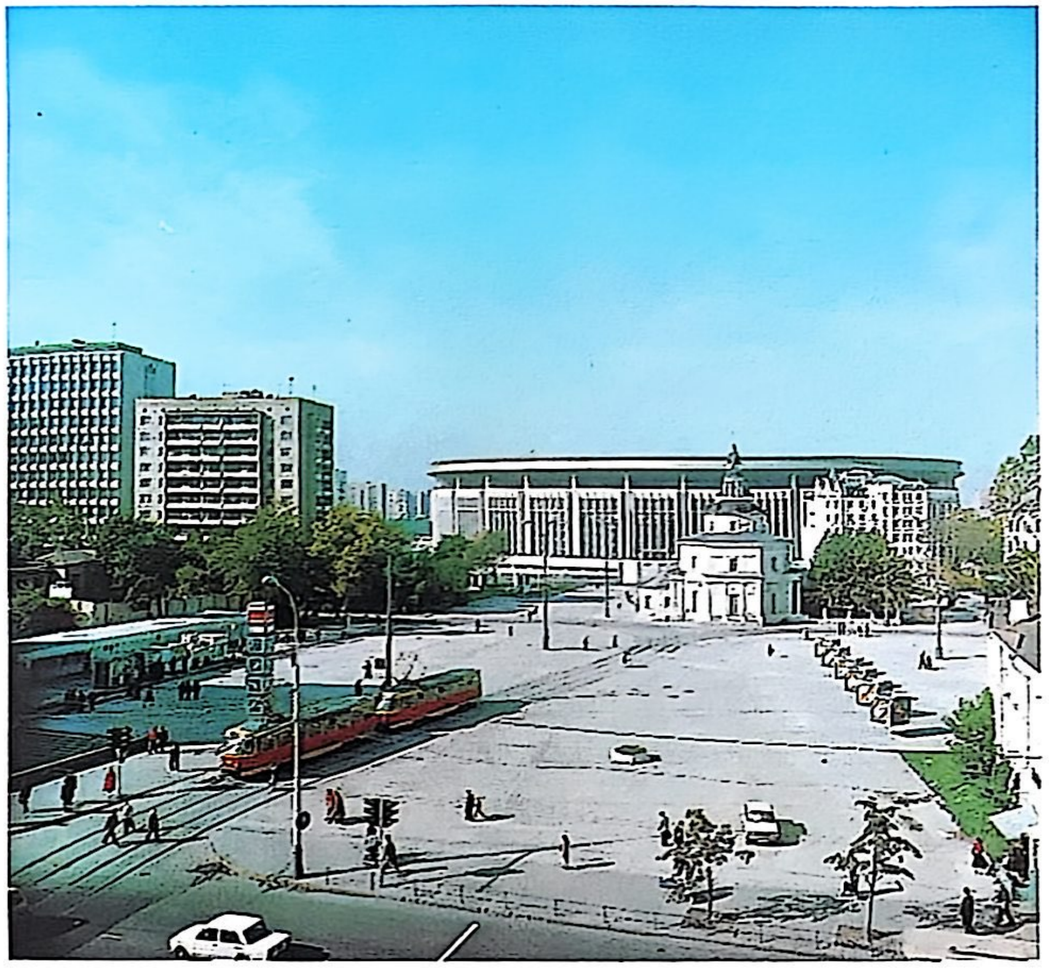
The Metro is the quickest, most convenient and most comfortable means of city transport. Its stations, like this one, Komsomolskaya, are just like underground palaces

One of the windows of the shop Ganga on Smolenskaya Embankment. It has a wide range of Indian artistic handicrafts

The Moscow Soviet maintains broad international ties. The Governor of Greater Manila, Mrs. Imelda Marcos, during her visit to the Executive Committee of the Moscow Soviet



Studying in Moscow. Foreign students at Moscow State University



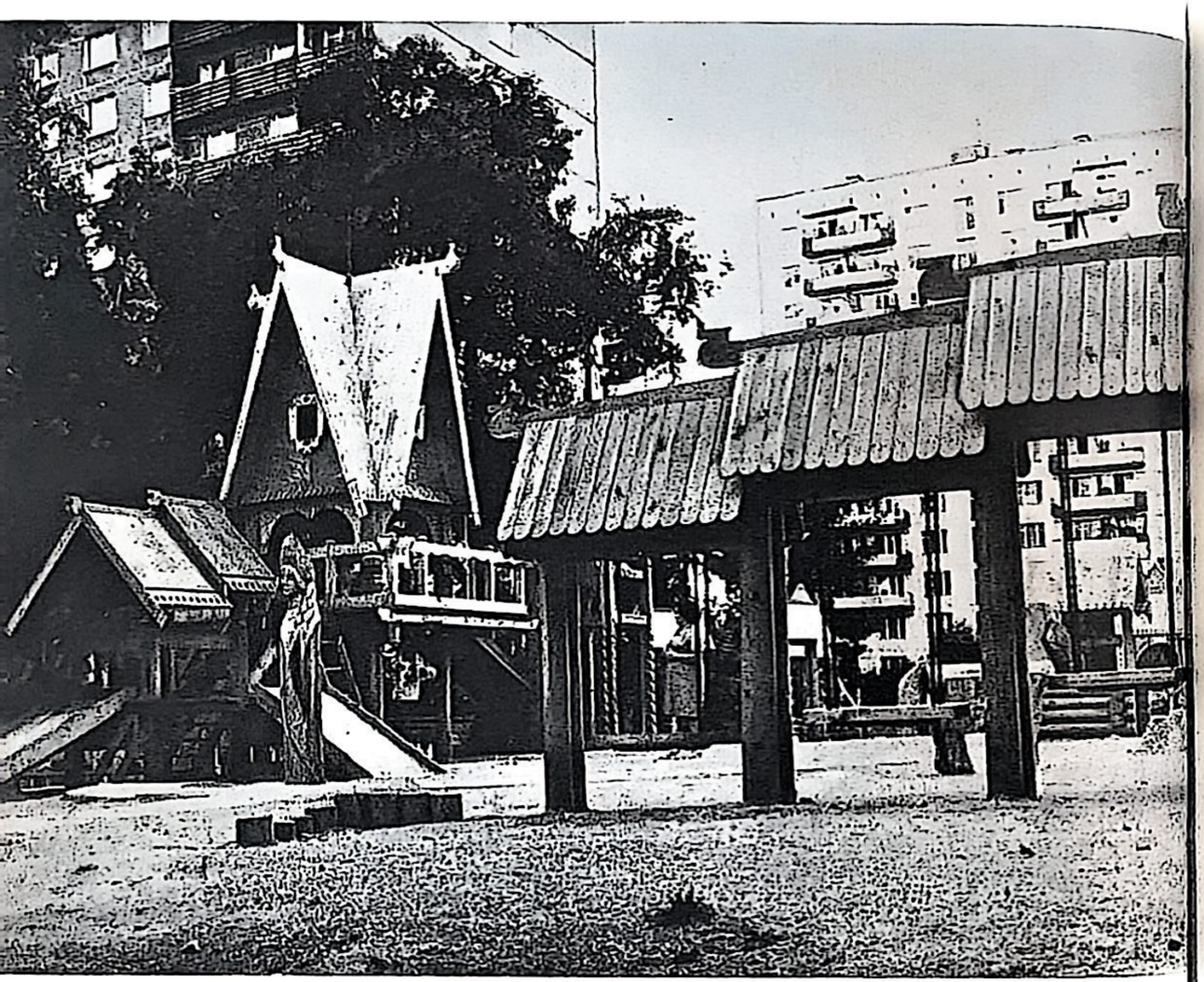
The Olimpiisky sports complex built for the 1980 Olympic Games is used not only for sporting competitions but also for large theatrical performances and concerts

The Oktyabr Cinema and Concert Hall, the largest in the city, seating 3,000. Like the rest of Kalinin Avenue, it was built by the Glavmosstroi organisation

Young Muscovites have received a fine gift in the form of the Musical Theatre for Children which has no equal anywhere in the world

Serebryany Bor is the name of this magnificent piece of countryside inside Moscow with forest parks, reservoirs and beaches

The capital's main waterway—the River Moskva



Playgrounds such as this one are set up near houses with the help of local community organisations

October 25th Street—one of the city's protected streets

The former estate of Kolomenskoye. The Clock Tower and the Main Gates (17th century). This and the other ancient monuments are carefully preserved and restored and are very popular with both Muscovites and visitors to the city

The Executive Committees of the Soviets, the standing committees and deputies help these voluntary bodies to plan their work, to coordinate their plans with those of the Soviet and its deputies.

The Executive Committees of the Moscow city and district Soviets sum up and popularise the best work experience of the local community organisations, regularly, once or twice a year, hold seminars and conferences for them and provide organisational and technical assistance.

Finally, the Executive Committees of the Moscow city and district Soviets control the work of these organisations by periodically checking up on their work, hearing reports about their work at the sessions of the Executive Committees, and ensure that they regularly report to the population and work collectives on their work, on how they observe legality and on whether their work is in accordance with the above-mentioned Statutes.

The Moscow Soviet and work collectives

The Moscow city and district Soviets cooperate in the field of economic and socio-cultural development with work collectives. This is reflected in their joint activity in the field of planning and development of production, promoting socialist emulation, strengthening labour discipline, improving working and everyday living conditions, and in evolving plans for social development of collectives. These questions are considered at sessions of the Soviet and sittings of its Executive Committee, and by the standing committees.

Deputies working in work collectives, deputy groups, and also deputy posts set up at enterprises take part in decision-making.

The role of work collectives in preparing and holding sessions of the Moscow Soviet is becoming more and more prominent. Preliminary consideration of the draft decisions of the Soviet in work collectives has become regular practice. Concrete proposals are made during such discussions and critical remarks voiced. This helps to reflect more fully the interests and wishes of residents of Moscow in the decisions of the Soviets.

A new USSR Law on Work Collectives and Their Increasing Role in the Management of Enterprises, Institutions and Organisations was passed at the Eighth Session of the Tenth Supreme Soviet of the USSR on June 17, 1983. This law opens the way for the further strengthening of ties between the Moscow Soviet and work collectives, for a broadening of their cooperation on questions of economic and social planning, raising work efficiency and quality, the rational use of manpower and material resources, improvements in housing conditions and in the sphere of public and medical services, the creation of better conditions for working women and mothers, education of the public, and for cooperation in other spheres.

This is the first law on work collectives in the history of the Soviet state and it has been adopted by the supreme body of state authority in the country, following nation-wide discussion and approval. It is a new step in the consistent consolidation of the democratic principles of administration, and a new and important

contribution to the development of Lenin's ideas and the practice in the sphere of socialist self-government of the people, which is being expanded and improved in the course of communist construction.

* * *

It has not been the author's intention in writing this book to reveal the entire range of the Moscow Soviet's multifaceted activity in managing state, economic and socio-cultural development, all its powers, ensuing from the Constitution of the USSR and recorded in the RSFSR Law on the Territory and Regional Soviets of People's Deputies and in a number of other legal acts, or to expound all the problems that the Moscow Soviet has to solve in its everyday practical work.

The author has tried to show only the main trends, forms and methods of the activity of the Moscow Soviet, its concentration on questions of the harmonious development of the city and the creation in it of the best conditions for work, study, daily life and leisure.

The Moscow Soviet is faced with the task of turning Moscow into a model communist city. The setting and resolving of such a task is possible only in conditions of mature socialism with its political and economic systems, when a socialist way of life has taken shape and the new, Soviet man, an active builder of communism, has been formed.

What is a model communist city?

It is a city whose residents regard work as the prime necessity, while the process of work is characterised

by a high, conscientious discipline, a feeling of friendship and comradeship and mutual assistance in work. It is a city in which all the conditions have been created for the full and harmonious development of the personality, the growth of the cultural, ideological and political level, and the satisfaction of man's intellectual requirements. It is a city of model public order, a high culture, and the ideological integrity and consciousness of its residents.

To turn Moscow into a model communist city means to turn it into a city with a perfect planning structure, an expressive architectural image which combines the old and the new harmoniously, with a high standard of modern amenities and sanitary-hygienic conditions, with a highly organised everyday life and system of public services.

In short, to turn Moscow into a model communist city means to translate the great ideas of communism in economic, political and intellectual life, in the thoughts and deeds of its residents. These are the tasks which the Moscow Soviet tackles today.

APPENDIX

THE STANDING ORDERS OF THE MOSCOW CITY SOVIET OF PEOPLE'S DEPUTIES

Adopted at the 10th Session
of the Moscow City Soviet of People's Deputies
of the 16th Convocation on June 5, 1979

With Alterations and Additions Introduced
by Decision
of the Moscow City Soviet of People's Deputies
of the 17th Convocation on June 12, 1981

Chapter I

General Provisions

Article 1. In conformity with the Constitution of the USSR and the Constitution of the RSFSR the Moscow City Soviet of People's Deputies is the organ of state authority in the city of Moscow.

Article 2. The Moscow City Soviet of People's Deputies shall be guided in its activity by the Constitution of the USSR and the Constitution of the RSFSR, by the USSR Law on the Status of People's Deputies in the USSR, the RSFSR Law on the Territory and Regional Soviets of People's Deputies in the RSFSR and by other laws of the USSR and the RSFSR, resolutions of the Supreme Soviet of the USSR and the Supreme Soviet of the RSFSR, decrees and decisions of the USSR Supreme Soviet Presidium and the RSFSR Supreme Soviet Presidium, decisions and orders of the Council of Ministers of the USSR and the Council of Ministers of the RSFSR.

Article 3. The Moscow City Soviet of People's Deputies shall adopt decisions within the terms of reference granted it by the legislation of the USSR and

the RSFSR, ensure the execution of these decisions and control their implementation.

The decisions of the City Soviet shall be binding for execution by all enterprises, institutions and organisations located in the area under its jurisdiction, and also by officials and individual citizens.

Article 4. The activity of the Moscow City Soviet of People's Deputies shall be based on collective, free and business-like discussion and settlement of questions, publicity and the regular reporting of the Executive Committee and other bodies set up by the City Soviet to the City Soviet and the population.

The City Soviet shall work in close contact with social organisations and work collectives, propose vital questions for discussion by citizens, involve them in the work of its standing committees, the Executive Committee and other bodies subordinate to the City Soviet, direct the activity of local voluntary societies, assist in their work and develop voluntary public activity.

The City Soviet and the bodies set up by it shall systematically inform the public of their activity through regular reports by City Soviet deputies, staff workers of the Executive Committee, its sections, departments, chief departments and other administrative bodies with the same status to work collectives and in places of residence, as well as through the press, television and radio and other mass media.

The constant and efficient activity of the City Soviet is ensured by the work of its sessions, of the Executive

Committee, its standing committees and deputies of the City Soviet.

Article 5. The Moscow City Soviet of People's Deputies shall implement its powers on the basis of the active participation in its work of every deputy of the City Soviet. A deputy shall exercise his powers without discontinuing his regular employment or duties.

A deputy of the City Soviet shall be guaranteed conditions for the unhampered and effective exercise of his rights and duties, recorded in the Constitution of the USSR, the Constitution of the RSFSR, the USSR Law on the Status of People's Deputies in the USSR, the RSFSR Law on the Territory and Regional Soviets of People's Deputies in the RSFSR and in other legislative acts of the USSR and the RSFSR.

Article 6. The Moscow City Soviet of People's Deputies shall be guided in its work by the long-term plans approved by the City Soviet.

The long-term plan shall map out the main trends of the activity of the City Soviet and its bodies in the field of state, economic, social and cultural development, reflect the organisational forms of solving the set tasks and contain a list of basic organisational measures to be taken among the masses.

The long-term plan of the activity of the City Soviet shall serve as the groundwork for the long- and short-term planning of the work of the Executive Committee, standing committees of the City Soviet, sections, departments and chief departments of the Executive Committee.

The draft of the long-term plan of the City Soviet's activity shall be worked out by the Executive Committee with the participation of the standing committees of the City Soviet, with due account for the suggestions made by the heads of sections, departments, chief departments and other administrative bodies of the Executive Committee with the same status, and the Executive Committees of the district and Zelenograd town Soviets and city organs of social organisations in the manner prescribed by the Regulations of the Executive Committee of the Moscow City Soviet of People's Deputies.

All interested organisations and officials shall be informed about the long-term plan of the activity of the City Soviet within 10 days of its approval at the session.

The Executive Committee of the City Soviet shall be entrusted with the execution of the long-term work plan.

The implementation of this plan shall be discussed at the sessions and sittings of the Executive Committee and the standing committees of the City Soviet.

The City Soviet shall examine suggestions about the specification or alteration of the long-term plan as they are presented by its Executive Committee or at the proposal of the standing committees and deputies of the City Soviet.

Article 7. The Standing Orders of the Moscow City Soviet of People's Deputies shall be adopted by the City Soviet. Changes and specifications in the Standing Orders shall be introduced by the City Soviet on the

initiative of the Executive Committee, standing committees or deputies of the City Soviet.

Chapter II

Sessions of the Moscow City Soviet of People's Deputies

1. The Convocation of Sessions of the Moscow City Soviet of People's Deputies

Article 8. The sessions of the Moscow City Soviet of People's Deputies are the basic organisational and legal form of the activity of the City Soviet ensuring the collective discussion of its tasks and the adoption of decisions on their fulfilment.

Article 9. The sessions of the Moscow City Soviet of People's Deputies shall be convened by the Executive Committee at least four times a year, i. e., not less than once every three months.

A session of the City Soviet shall also be convened on the suggestion of at least one-third of the deputies of the City Soviet.

Article 10. The Moscow City Soviet has the right to consider and solve at its sessions any questions within the jurisdiction granted it by the legislation of the USSR and the RSFSR.

In conformity with the RSFSR Law on the Territory and Regional Soviets of People's Deputies in the RSFSR the following questions shall be settled exclusively at the sessions:

1) acknowledgement of deputies' powers; settlement of questions dealing with the cessation of deputies' powers short of the term in cases envisaged by legislation;

2) election of the Executive Committee of the City Soviet and the alteration of its composition; establishment, election of the standing committees of the City Soviet and the alteration of their composition;

3) consideration of reports on the work of the Executive Committee and the standing committees;

4) hearing reports of deputies on the implementation of their duties, and the decisions and assignments of the City Soviet and its bodies;

5) establishment of sections, departments, chief departments and other administrative bodies of the Executive Committee with the same status, appointment and release from posts of their heads;

6) establishment of the Moscow City Committee of People's Control and the alteration of its composition; hearing reports on the work of the Moscow City Committee of People's Control; abrogating decisions of the Moscow City Committee of People's Control in cases where they run counter to legislation;

7) establishment of commissions under the Executive Committee envisaged by legislation;

8) election of the Moscow City Court and the alteration of its composition; hearing accounts of the work of the Moscow City Court;

9) approval of current and long-term plans for comprehensive economic and social development and for the Moscow city budget;

10) approval of accounts of the implementation of the current and long-term plans for comprehensive economic and social development and of the execution of the Moscow city budget;

11) consideration and approval of the plan of measures to implement electors' mandates;

12) consideration of deputies' inquiries and adoption of decisions on them;

13) abrogation of the decisions and instructions of the Executive Committee of the City Soviet; abrogation of the decisions of the district and Zelenograd town Soviets of People's Deputies in cases where they run counter to legislation.

Article 11. The first session of the newly elected Moscow City Soviet of People's Deputies shall be convened by the Executive Committee of the City Soviet of previous convocation not later than three weeks after its election.

Article 12. Approximate duration of sessions and the main questions put forward for consideration by the Moscow City Soviet shall be set out in the long-term work plan of the City Soviet.

Article 13. The Executive Committee of the City Soviet shall inform deputies and citizens of the time of convocation and the venue of sessions of the City Soviet, and also of the questions tabled for consideration by the City Soviet, not later than two weeks before the session is due to begin.

The Executive Committee of the City Soviet shall inform every deputy in writing about the convocation of a session and also shall publish information reports

in city newspapers and broadcast the text on television and radio.

The Executive Committee shall supply deputies in advance with the drafts of the decisions and all the necessary materials on basic questions tabled for consideration by the City Soviet.

Article 14. During sessions of the Moscow City Soviet the deputies shall be released from their regular employment or duties, with retention of their average earnings in their permanent place of work.

Article 15. Deputies of the Moscow City Soviet shall inform the Executive Committee of the City Soviet before the session begins if they are unable to be present at the session of the City Soviet.

Article 16. Deputies of the Supreme Soviet of the USSR and of the Supreme Soviet of the RSFSR may take part in the sessions of the Moscow City Soviet.

Deputies of the district, Zelenograd town and township Soviets of People's Deputies, representatives of state bodies, social organisations, work collectives, individual citizens, press, television and radio employees may be invited to attend sessions of the City Soviet.

The question of the number and personal composition of those invited to attend the sessions shall be settled by the Executive Committee of the City Soviet.

2. The Procedure for Preparing Questions Tabled for Consideration by the Session of the Moscow City Soviet of People's Deputies

Article 17. Questions to be considered by a session of the City Soviet shall be tabled by the Executive Committee, standing committees and deputies of the City Soviet.

Suggestions for the agenda of the session of the City Soviet may be presented by city organs of social organisations, as well as by the district and Zelenograd town Soviets of People's Deputies.

Article 18. Questions to be considered by a session of the Moscow City Soviet, suggestions about the replacement of questions included in the long-term plan of work of the Soviet, or the amplification of their formulations, and suggestions about additional questions tabled for consideration by the Soviet in between the sessions shall be presented to the Executive Committee of the City Soviet.

The Executive Committee shall consider these suggestions with the participation of deputies, representatives of agencies or organisations, which tabled them, and adopt decisions with due account of the opinion of the standing committee concerned whether to accept the suggestion or reject it, giving motives.

Article 19. Reports, reference materials and drafts of the decisions on questions moved for consideration by the Moscow City Soviet shall be prepared by the Executive Committee, standing committees or City Soviet deputies who have moved the question, or by

the commission set up by the Executive Committee of the City Soviet and responsible for preparing the question.

Reports, reference materials and drafts of the decisions tabled for the City Soviet's consideration by the Executive Committee or by the standing committee shall be examined beforehand either by the Executive Committee or by the standing committee of the City Soviet.

When preparing questions tabled for consideration by the City Soviet, opinions of the electors shall be made known on corresponding questions and necessary checks shall be carried out of the state of affairs in the sections, departments, chief departments and other administrative bodies of the Executive Committee of the City Soviet with the same status, as well as at the Executive Committees of the district and Zelenograd town Soviets of People's Deputies, at enterprises, institutions and organisations.

Article 20. The Moscow City Soviet shall ensure preliminary discussion at the meetings of work collectives and in places of residence of the drafts of the decisions of the City Soviet on the work of its Executive Committee, on the plans for comprehensive economic and social development and the city budget, on the electors' mandates, on the observance of legality and the protection of citizens' rights, on the work of enterprises, institutions and organisations connected with services to the population, and on other vital issues of state, economic, social and cultural development.

Suggestions and remarks on the drafts of the decisions shall be considered by the Executive Committee and accounted for in the documents tabled for discussion by the City Soviet.

Article 21. The necessary materials and drafts of the decisions of the Moscow City Soviet on accounts of the work of the Executive Committee, of the plans for comprehensive economic and social development, the city budget and accounts of their execution and of the fulfilment of the electors' mandates shall be considered in advance by the standing committees of the City Soviet.

3. The Procedure for Holding Sessions of the Moscow City Soviet of People's Deputies

Article 22. The first session of the newly elected Moscow City Soviet shall be opened by one of the eldest deputies of the City Soviet.

The subsequent sessions shall be opened by the Chairman of the Executive Committee and, in his absence, by one of the First Vice-Chairmen acting as the Executive Committee Chairman.

The person opening the session of the City Soviet states the number of deputies present and absent at the session. At the same time he informs the session about the number and composition of those invited to attend the session, who are not deputies of the City Soviet.

Article 23. The session of the Moscow City Soviet shall be considered to be competent provided not less

than two-thirds of the total number of deputies of the City Soviet are present.

Article 24. To conduct the session of the Moscow City Soviet deputies elect from among their number the chairman and the secretary of the session.

Article 25. The sittings of the Moscow City Soviet begin at 10.00 a. m. and end not later than 17.00 p. m., if no other decision is adopted by the City Soviet.

The time for reports, co-reports, speeches in the debate on the report, for speeches on the sitting procedure and on the motives for voting, and the session's adjournment shall be determined by the City Soviet with due account for the adopted agenda and the necessary conditions which enable deputies to have a comprehensive and deep discussion of questions tabled for consideration by the City Soviet.

Deputies arriving at the session are registered an hour before the opening of the sitting of the City Soviet.

Article 26. The sittings of the Moscow City Soviet shall be open.

If need be the City Soviet may adopt a decision on holding a closed sitting.

Article 27. The chairman of the session shall announce the draft of the agenda of the session of the City Soviet.

The agenda and the procedure of the session's work shall be approved by the City Soviet.

Article 28. A deputy of the Moscow City Soviet shall have a casting vote on all questions considered by

the City Soviet, shall have the right to elect and be elected to the bodies of the City Soviet.

A deputy shall have the right to table questions for consideration by the City Soviet, put forward suggestions on the agenda, the procedure of examination and on the merits of questions under discussion, on the personal composition of the bodies set up by the City Soviet and the candidatures of officials being elected, appointed or approved by the City Soviet. He shall have the right to make inquiries, take part in debates, put forward questions, table drafts of decisions and make amendments to them, take the floor to substantiate his suggestions and the motives of voting and he may also give references.

Article 29. When the Moscow City Soviet considers the accounts of the work of the Executive Committee, drafts of the plans for comprehensive economic and social development and the city budget and accounts of their execution, it may hear reports, co-reports and discuss them.

When considering other questions, the City Soviet in certain cases may adopt a decision not to hear the report but limit itself to a brief account of the merits of the question, to a co-report of a standing committee and to replies to the questions put.

Article 30. If the standing committee makes no report on a given question, a co-report of the appropriate standing committee (or several standing committees) of the City Soviet, as a rule, shall be heard on questions of state, economic, social and cultural development considered by the City Soviet.

A commission specially set up by the City Soviet shall make a co-report on the report of the Executive Committee or the standing committee.

Article 31. Requests to speak in a debate on a question under consideration by the Moscow City Soviet shall be forwarded to the session's chairman.

The chairman shall give deputies the floor to make their speeches in the order of arrival of their requests.

The chairman of the session may also give permission to speak in a debate on the question considered by the City Soviet to persons invited to attend the session, who have asked to take the floor. In this case deputies of the City Soviet shall have the priority right to take the floor.

Article 32. A debate on a question considered by the City Soviet shall be closed by decision of the City Soviet.

Before the debate is closed the chairman of the session shall inform deputies of the number of those who wish to speak and of those who have already spoken.

After the debate is closed rapporteurs and co-rapporteurs shall have the right to make their concluding remarks.

Deputies of the City Soviet may hand in their suggestions, remarks and questions on the issue being considered by the session to the chairman in writing. The suggestions and remarks shall be included in the session's minutes and considered by the City Soviet or, on its instruction, by the Executive Committee of

the City Soviet. The officials whom questions concern shall give replies at the session of the City Soviet.

Article 33. If necessary the consideration of the agenda may be transferred, by decision of the Moscow City Soviet, to the sittings of standing committees of the City Soviet. The conclusions, recommendations and suggestions worked out by standing committees shall be reported to the City Soviet as soon as the sittings are resumed.

Article 34. An editing commission shall be elected on the suggestion of the session's chairman or other deputies for a fuller reckoning and reflection of the opinions of deputies on the question considered by the City Soviet and for working out the final text of the draft of the decision of the City Soviet.

The editing commission shall report the results of its work to the City Soviet.

Article 35. Suggestions on, additions to and specifications of the draft of a decision of the City Soviet shall be considered only after the City Soviet adopts the endorsed text of the draft as a basis.

In cases when the draft of the decision is distributed among the deputies in advance, the text of the draft, by decision of the City Soviet, may not be announced at the sitting of the City Soviet.

Article 36. All suggestions on and amendments to the draft of a decision of the Moscow City Soviet shall be put to the vote of the deputies of the City Soviet.

By decision of the City Soviet the draft of a decision is voted as a whole or, first, paragraph by paragraph, section by section, and then as a whole.

The decisions of the City Soviet shall be adopted by open vote.

The results of the voting shall be totted up by the chairman of the session or, on his instructions, by the deputies of the City Soviet and shall be announced by the chairman of the session.

Article 37. A decision of the Moscow City Soviet shall be considered to be adopted if it has received the majority of votes from the total number of deputies of the City Soviet.

The decisions of the City Soviet shall be signed by the Chairman and the Secretary of the Executive Committee of the City Soviet.

The decisions of the City Soviet about the election or changes in the composition of the Executive Committee shall be signed by the chairman and the secretary of the City Soviet's session.

Article 38. Suggestions and critical remarks made by deputies at the session of the Moscow City Soviet or forwarded to the session's chairman in writing, as well as those contained in conclusions of standing committees, if they have not been settled at the session or in the decision of the City Soviet, shall be considered within ten days by the Executive Committee of the City Soviet. They may also be sent to the appropriate state and social bodies and officials who shall consider these suggestions and remarks within a month and report the results directly to the deputy or the relevant

standing committee, as well as to the Executive Committee of the City Soviet.

Article 39. Letters from citizens, which arrive at the session of the Moscow City Soviet, shall be considered by the Executive Committee in the manner envisaged by the Decree of the Presidium of the USSR Supreme Soviet on the Procedure of Considering the Suggestions, Statements and Complaints of Citizens and by the Regulations of the Executive Committee of the Moscow City Soviet of People's Deputies.

4. The Chairman and the Secretary of the Session of the Moscow City Soviet of People's Deputies

Article 40. The chairman and the secretary of the session of the Moscow City Soviet shall ensure the strict and unswerving observance of democratic principles in holding the session, its effective work, the execution of the provisions of the present Standing Orders in the part concerning the procedure for holding sessions of the City Soviet.

Article 41. The chairman of the session of the Moscow City Soviet shall:

—direct sessions of the City Soviet and ensure there is a quorum at the session and its work procedure adopted by the deputies is observed;

—give the floor to rapporteurs, co-rapporteurs and to those speaking at the session;

—announce written inquiries, deputies' personal statements and references, give deputies the floor for

oral inquiries, questions and references and also for remarks regarding the procedure of the session, suggestions on and amendments to the drafts of the decisions of the City Soviet, for speaking on the motives of voting;

—conduct the voting of deputies on questions calling for the City Soviet's decisions and announce its results;

—give assignments, connected with the work of the session of the City Soviet, to standing committees and deputies, as well as to workers of the Executive Committee apparatus, its sections, departments, chief departments and other administrative bodies with the same status;

—sign the session's minutes and decisions on the election and changes in the composition of the City Soviet's Executive Committee.

Article 42. The secretary of the session of the Moscow City Soviet shall:

—assist the chairman of the session in the discharge of his duties;

—draw up a list of persons wishing to speak at the session;

—control the keeping of the verbatim report and the minutes of the session of the City Soviet;

—sign the minutes of the session and the decisions on the election and changes in the composition of the City Soviet.

5. The Procedure for Verifying the Credentials of Deputies of the Moscow City Soviet of People's Deputies

Article 43. The credentials of deputies of the Moscow City Soviet shall be verified by the Credentials Committee of the City Soviet.

Article 44. To verify the credentials of the deputies the Credentials Committee of the Moscow City Soviet shall examine the minutes of the district election commissions on the results of the elections and other election materials sent to it by the Moscow City Election Commission for the election to the City Soviet.

When conducting elections in individual constituencies in order to fill vacancies, the City Soviet's Executive Committee shall forward minutes of the district election commissions and other election materials to the Credentials Committee.

Article 45. The Credentials Committee of the City Soviet shall make sure every deputy is elected correctly, draw up minutes on verifying the deputies' credentials and report the results to the Moscow City Soviet.

Upon presentation of the Credentials Committee the City Soviet shall adopt a decision on acknowledging the credentials of the elected deputies and, in case of any violations of election laws, declare the election of certain deputies null and void.

Article 46. Verification of the credentials of elected deputies shall be placed on the session's agenda and dis-

cussed by the Moscow City Soviet before considering other questions.

Article 47. After the Moscow City Soviet acknowledges the credentials of the deputies, the Executive Committee shall issue each deputy with a deputy card and a badge of a fixed pattern.

The deputy card shall be signed by the Chairman and the Secretary of the Executive Committee of the City Soviet and certified by the Executive Committee's seal.

6. Minutes of the Sessions of the Moscow City Soviet. Promulgation of Decisions of the City Soviet

Article 48. Minutes and verbatim reports of the session shall be kept at every session of the Moscow City Soviet.

Article 49. The following data shall be recorded in the minutes of the session of the City Soviet:

—the name of the Soviet, the ordinal number of the session (within the convocation), the date and venue of the session;

—the number of deputies elected to the City Soviet, the number of deputies present and absent, and also the number of people attending the session who are not deputies of the City Soviet;

—the name, the number of the constituency and the post of the deputy who opened the session, the name, the number of the constituency of the deputy who nominated the chairman and the secretary of

the session, the names, the numbers of constituencies and the posts of deputies elected as the chairman and the secretary of the session;

—the session's agenda, the names and the posts of the rapporteur and co-rapporteur on every question and the person who tabled the question for consideration by the Soviet;

—the names, the numbers of the constituencies and the posts of the deputies who took part in a debate, including persons who are not deputies of the City Soviet, as well as deputies who have made inquiries or put questions to the rapporteurs and co-rapporteurs (in written or oral form);

—a list of all adopted decisions with the number of votes for and against.

Attached to the session's minutes shall be the decisions adopted by the City Soviet, a list of the deputies present at the session, a list of the deputies absent, stating the reasons for their absence, and a list of those invited, a verbatim report of the session, the written suggestions and remarks forwarded to the chairman of the session by those deputies who asked for the floor but were not granted it because the debate was closed, as well as all the questions which arrived from the deputies and persons present at the session.

The decisions of the City Soviet on procedural questions (on the approval of the agenda, on the closure of the debate, on the consideration of references, information, communications, etc.) are reflected in the minutes of the session of the City Soviet.

Article 50. The session's minutes and the verbatim report shall be drawn up within seven days. The session's minutes shall be signed by the chairman and the secretary of the session.

Original copies of the sessions' minutes shall be kept for prescribed time in the protocol sub-section of the general section of the City Soviet's Executive Committee and then be sent to the state archives for permanent keeping.

Copies of the sessions' minutes shall be sent to the Presidium of the RSFSR Supreme Soviet and issued on request to the deputies of the City Soviet for their reference.

Article 51. The decisions of the Moscow City Soviet on questions of state, economic, social and cultural development shall be published in city newspapers and broadcast on television and radio not later than three days after the session. If it is impossible to publish the full text of the decision, a summary shall be given.

The full text of the decision of the Moscow City Soviet shall be published in *The Bulletin of the Executive Committee of the Moscow City Soviet of People's Deputies* which shall then be sent to the deputies of the City Soviet.

Article 52. The decisions of the Moscow City Soviet shall be sent by the Executive Committee to the standing committees of the City Soviet, sections, departments, chief departments and other administrative bodies of the Executive Committee with the same status, to corresponding enterprises, institutions, organisations, officials, the Executive Committees of the

district and Zelenograd town Soviets within ten days.

Suggestions and recommendations contained in the decisions of the City Soviet and intended for enterprises, institutions and organisations of higher subordination situated within city territory shall be considered by the heads of these organisations and the results reported to the City Soviet or its Executive Committee within two weeks.

Chapter III

The Executive Committee of the Moscow City Soviet of People's Deputies

Article 53. The Executive Committee is the executive and administrative body of the Moscow City Soviet of People's Deputies.

Article 54. The Executive Committee of the Moscow City Soviet shall be elected from among the deputies at the first session of the City Soviet of every new convocation and shall consist of a Chairman, First Vice-Chairmen, Vice-Chairmen, a Secretary and members.

The numerical strength of the Executive Committee shall be determined by the City Soviet.

Suggestions on the composition of the Executive Committee shall be tabled for consideration by the City Soviet by one of its deputies.

Article 55. The consideration of nominations for the Executive Committee and the voting on them shall be conducted in person.

The election of the Executive Committee shall be recorded in one decision by the City Soviet, which

shows the numerical strength and the personal composition of the Executive Committee.

Article 56. The Moscow City Soviet may, in case of necessity, alter the composition of the Executive Committee.

Article 57. The Executive Committee of the Moscow City Soviet shall direct state, economic, social and cultural development on the territory within its jurisdiction on the basis of the decisions of the City Soviet and higher bodies of state power and administration.

The Executive Committee of the City Soviet has the right to settle all questions within the jurisdiction of the City Soviet with the exception of those which shall only be settled at sessions of the City Soviet.

Article 58. The Executive Committee of the Moscow City Soviet of People's Deputies shall:

—convene sessions of the City Soviet and ensure their preparation;

—organise preliminary discussion of the drafts of the City Soviet's decisions on major questions at the meetings of work collectives and in places of residence;

—coordinate the work of the standing committees of the City Soviet;

—assist deputies in exercising their powers;

—work out and present to the City Soviet the drafts of the current and long-term plans for comprehensive economic and social development, the city budget; take measures on implementing the plans and the budget; present to the City Soviet reports on the fulfilment of plans and execution of the budget;

—organise the implementation of the decisions of the City Soviet and higher state bodies and of the electors' mandates and inform deputies and the public about their realisation.

Article 59. The work procedure of the Executive Committee of the Moscow City Soviet shall be determined by the Constitution of the RSFSR, the RSFSR Law on the Territory and Regional Soviets of People's Deputies in the RSFSR and by the Regulations for the Moscow City Soviet's Executive Committee.

Article 60. The Executive Committee of the Moscow City Soviet shall exercise its powers until the City Soviet of a new convocation elects the Executive Committee.

Chapter IV

Standing Committees of the Moscow City Soviet of People's Deputies

Article 61. The Moscow City Soviet shall elect from among its deputies standing committees for preliminary consideration and preparation of questions related to the City Soviet's terms of reference, and also for assisting the implementation of decisions by the City Soviet and higher state bodies, and for controlling the activity of state bodies, enterprises, institutions and organisations.

Article 62. The standing committees of the Moscow City Soviet shall be elected at the first session of the City Soviet of a new convocation for the term of office of the City Soviet and shall consist of a Chairman

and members of the committee. The numerical strength of every committee shall be determined by the City Soviet.

The Vice-Chairman *(*Vice-Chairmen*)* and the Secretary of the committee shall be elected from among its members at its sitting.

Deputies elected to the Executive Committee of the City Soviet, to the Moscow City Committee of People's Control, the Moscow City Court and the Procurator of Moscow may not be elected to the standing committees.

As a rule, deputies, who are heads of the administrative bodies responsible for state, economic, social and cultural development, may not be elected to any sectoral standing committee of the City Soviet.

Article 63. The Moscow City Soviet shall form the credentials committee, the planning and budget committee, the committee for socialist legality and maintenance of public order, as well as the standing committees for other questions of state, economic, social and cultural development.

Within the term of office, the City Soviet can form new committees and make changes in the composition of the existing ones.

Article 64. Suggestions about the numerical strength and the personal composition of the standing committees of the Moscow City Soviet shall be tabled by the Executive Committee for consideration by the City Soviet.

Article 65. Nominations for the standing committees of the City Soviet shall be discussed and voted for

individually, all together, or in any other manner according to the decision of the City Soviet.

The election of the standing committees shall be recorded in one decision by the City Soviet, which states the names of the formed committees, the numerical strength of each committee, its chairman and members.

Article 66. The standing committees shall be responsible to the Moscow City Soviet and accountable to it.

Article 67. The work procedure of the standing committees of the Moscow City Soviet shall be determined by the Constitution of the RSFSR, the RSFSR Law on the Territory and Regional Soviets of People's Deputies in the RSFSR and the Statute on the Standing Committees of the Moscow City Soviet of People's Deputies approved by the City Soviet.

Article 68. The Moscow City Soviet may set up *ad hoc* committees whose tasks shall be determined by the City Soviet when they are being formed.

Chapter V

The Establishment of Sections, Departments, Chief Departments and Other Administrative Bodies of the Executive Committee of the Moscow City Soviet of People's Deputies with the Same Status, and the Approval of Their Heads. The Establishment of Commissions under the City Soviet's Executive Committee

Article 69. In accordance with the Constitution of the RSFSR, sections, departments, chief departments

and other administrative bodies of the Executive Committee of the Moscow City Soviet with the same status shall be established by the City Soviet.

Article 70. Heads of sections, departments, chief departments and other administrative bodies of the Executive Committee of the Moscow City Soviet with the same status shall be approved at the first session of the City Soviet and, if necessary, at subsequent sessions of the City Soviet.

Suggestions on nominations recommended for approval as heads of sections, departments, chief departments and other administrative bodies of the Executive Committee of the City Soviet with the same status shall be put forward by the Chairman of the Executive Committee on behalf of the Executive Committee of the City Soviet.

Article 71. Candidatures for the posts of heads of sections, departments, chief departments and other administrative bodies of the Moscow City Soviet's Executive Committee with the same status shall be discussed and voted for individually or in any other manner according to the decision of the City Soviet, and their approval recorded in one decision by the City Soviet.

Article 72. In between the sessions of the Moscow City Soviet the Executive Committee of the City Soviet, in case of necessity, shall appoint acting heads and relieve from their posts heads of sections, departments, chief departments and other administrative bodies of the Executive Committee with the same status (in agreement with a higher state administrative body) with the subsequent presentation of them for approval by the next session of the City Soviet.

Article 73. On the suggestion of the Executive Committee of the Moscow City Soviet, questions concerning the establishment, under the Executive Committee, of a watch commission, a commission for the affairs of minors, a commission for combating drunkenness, as well as other commissions envisaged by the legislation of the USSR and the RSFSR, shall be considered and settled at the sessions of the City Soviet.

Chapter VI

The Establishment of the Moscow City Committee of People's Control

Article 74. On the basis of the USSR Law on People's Control in the USSR and the RSFSR Law on the Territory and Regional Soviets of People's Deputies in the RSFSR the Moscow City Soviet shall establish the Moscow City Committee of People's Control and make changes in its composition.

The Moscow City Committee of People's Control shall be established at the first session of the City Soviet of a new convocation and shall consist of a chairman, deputy chairman and committee members.

Article 75. Suggestions about the numerical strength and the personal composition of the Moscow City Committee of People's Control shall be tabled by the Executive Committee for consideration by the Moscow City Soviet.

Article 76. Candidatures for the Moscow City Committee of People's Control shall be discussed and voted for individually, all together, or in any other manner according to the decision of the Moscow City Soviet.

The establishment of the Committee of People's Control and the approval of its composition shall be recorded in one decision by the City Soviet.

Chapter VII

The Election of the Moscow City Court

Article 77. In accordance with the RSFSR Law on the Territory and Regional Soviets of People's Deputies in the RSFSR and the RSFSR Law on the Judicial System of the RSFSR the Moscow City Soviet of People's Deputies shall elect the Moscow City Court for a term of five years and make changes in its composition.

The Moscow City Court shall be elected to include a chairman, deputy chairmen, members of the court and people's assessors, and their number shall be established by the City Soviet.

Article 78. Suggestions about the composition of the Moscow City Court shall be tabled by the Executive Committee for consideration by the Moscow City Soviet.

Article 79. Candidatures for the Moscow City Court shall be discussed and voted for individually, all

together, or in any other manner according to the decision of the Moscow City Soviet.

The election of the Moscow City Court shall be recorded in one decision of the City Soviet.

Article 80. When the term of office of the Moscow City Court expires in between the sessions of the City Soviet the Moscow City Soviet may prolong the powers of the Moscow City Court.

Article 81. In case of vacancies in the posts of chairman, deputy chairman, any member of the Moscow City Court or its people's assessor, the Executive Committee shall table a proposal about their election for consideration by the Moscow City Soviet.

Chapter VIII

The Consideration of Plans for Comprehensive Economic and Social Development, the Moscow City Budget and Reports on Their Fulfilment

Article 82. The drafts of the plans for comprehensive economic and social development, the Moscow city budget and reports on their fulfilment shall be presented to the standing committees of the Moscow City Soviet for preliminary consideration by the Executive Committee of the City Soviet not later than one month before they are to be considered at the session of the City Soviet.

Article 83. The Moscow City Soviet shall consider the drafts of the plans for comprehensive economic and social development, the Moscow city budget and the accounts of their fulfilment according to the

reports of the Executive Committee, the conclusions and co-report of the planning and budget and other standing committees of the City Soviet.

The Executive Committee of the City Soviet shall send material about the plans, budget and accounts of their fulfilment and also the relevant findings of standing committees to the deputies of the City Soviet in advance.

Article 84. The plans for comprehensive economic and social development, the Moscow city budget and the accounts of their fulfilment shall be approved by the Moscow City Soviet.

The decision of the City Soviet on the Moscow city budget shall be put to a vote after the City Soviet approves the sum-total of revenues and expenditures in the budget, unless the City Soviet makes any other decision.

Article 85. The Executive Committee of the Moscow City Soviet shall periodically report to the City Soviet on the fulfilment of the plans for comprehensive economic and social development and the city budget.

Chapter IX

The Consideration of the Electors' Mandates

Article 86. In accordance with the legislation of the USSR and the RSFSR the Moscow City Soviet shall adopt a decision to accept the electors' mandates for execution and approve the plan of measures for their fulfilment.

The City Soviet shall accept for execution the elec-

tors' mandates, the implementation of which lies within its jurisdiction.

The City Soviet, on suggestions made by the Executive Committee, standing committees and its deputies, shall make changes and introduce additions into plans of measures for implementing the electors' mandates.

Article 87. The Moscow City Soviet, on the basis of state interests and the interests of the people residing on its territory, and with due account of material, labour and financial possibilities, shall adopt a decision on what mandates are to be implemented within the term of office of the Soviet and on those to be implemented in the long term.

The City Soviet shall have the right to adopt a motivated decision about the inadvisability of implementing certain mandates.

Article 88. The electors shall be informed about the decision of the Moscow City Soviet concerning their mandates.

Article 89. The Moscow City Soviet shall organise the implementation of the electors' mandates.

The City Soviet shall coordinate the work of all enterprises, institutions and organisations, situated within its territory, aimed at carrying out the electors' mandates. In case of necessity the City Soviet shall legally draw upon the means of enterprises and organisations, regardless of their sectoral subordination, and make its suggestions to the appropriate higher bodies.

When implementing the electors' mandates the City Soviet and its bodies shall make sure that local re-

sources are used efficiently, additional reserves tapped and people involved in the work of implementing mandates.

Article 90. Account shall be taken of the electors' mandates, when working out the drafts of the plans for comprehensive economic and social development and when drawing up the Moscow city budget.

The planning and budget and other standing committees of the City Soviet shall reflect questions concerning the implementation of the electors' mandates in the conclusion and co-report on the draft of the plan for comprehensive economic and social development and the city budget.

Article 91. The Moscow City Soviet shall annually discuss the implementation of the electors' mandates, when considering the accounts of the fulfilment of plans for comprehensive economic and social development and the execution of the city budget.

The implemented electors' mandates shall no longer be controlled by the City Soviet.

Article 92. The Moscow City Soviet and its bodies shall inform the population about how the electors' mandates are being fulfilled.

Chapter X

Implementation by the Moscow City Soviet of People's Deputies of Its Control Powers

Article 93. The Moscow City Soviet, both directly and through the bodies set up by it, shall exercise control over the activity of all state bodies, enterprises, institutions and organisations subordinate to it, as well as over the observance and implementation by them of the Constitutions of the USSR and of the RSFSR, the USSR and the RSFSR laws and other acts of higher bodies of state power and administration, and also of the decisions of the City Soviet.

Article 94. The Moscow City Soviet shall control the observance of legislation by enterprises, institutions and organisations of higher subordination situated within its territory, supervise their activity in the field of land use, natural conservation, environmental protection, building, employment of manpower, manufacture of consumer goods, social, cultural, daily and other public services.

Article 95. At least once a year, the Moscow City Soviet shall hear the account of the Executive Committee on its activity.

The City Soviet shall regularly hear the information of the Executive Committee of the City Soviet about the implementation of the decisions of the City Soviet on questions of state, economic, social and cultural development, about measures taken on deputies' criticisms and suggestions made at the sessions of the City Soviet and, finally, about its work in between the sessions.

Article 96. The Moscow City Soviet shall regularly examine the accounts of the work of the sections, departments, chief departments and other administrative bodies of the Executive Committee with the same status, as well as the accounts of the work of the City

Committee of People's Control and the City Court.

Article 97. The Moscow City Soviet shall hear reports and communications about the activity of the district and Zelenograd town Soviets and their Executive Committees.

Article 98. The Moscow City Soviet shall hear the reports of the heads of enterprises, institutions and organisations of higher subordination on questions within its jurisdiction and adopt decisions on them; when necessary it shall make its suggestions to the appropriate higher bodies. The suggestions of the City Soviet shall be considered without fail and the City Soviet informed of the results within a month.

Article 99. The Moscow City Soviet and its standing committees which control the implementation of the plans for comprehensive economic and social development, the decisions of the City Soviet, its Executive Committee, higher bodies of state power and administration, the recommendations of standing committees, the electors' mandates, the suggestions and criticisms of electors shall set up, where necessary, deputy posts at enterprises and organisations.

The deputy posts shall organise their work in conformity with the Statute on Deputy Posts of the Moscow City Soviet of People's Deputies approved by the City Soviet.

Article 100. The standing committees of the Moscow City Soviet shall have the right to make suggestions on the hearing at the session of the City Soviet and at the sittings of its Executive Committee of accounts or information about the work of any body or official, accountable to or controlled by the City Soviet. It shall also, within its jurisdiction, check the work of sections, departments, chief departments and other administrative bodies of the Executive Committee with the same status, enterprises, institutions and organisations situated within its territory, and hear reports and information of their heads at its sittings and demand documents, written conclusions and other material from them.

Article 101. A deputy of the Moscow City Soviet shall have the right to suggest that an account or information about the work of any body or official, accountable to or controlled by the City Soviet, be heard at the session of the City Soviet; on the instruction of the City Soviet or its bodies he may check the work of state bodies, enterprises, institutions and organisations on questions within the jurisdiction of the City Soviet and acquaint himself with the necessary material and documents.

A deputy of the City Soviet shall have the right to raise a question in the City Soviet and its bodies about the necessity of checking the work of state bodies, enterprises, institutions and organisations within its territory.

Article 102. A deputy of the Moscow City Soviet shall have the right to address an inquiry to the Executive Committee of the City Soviet, heads of its sections, departments, chief departments and other administrative bodies with the same status, as well as heads of enterprises, institutions and organisations in its ter-

ritory, on questions within the terms of reference of the City Soviet, regardless of the question considered at the session.

A deputy or a group of deputies of the City Soviet shall have the right to make an inquiry in written or oral form. Written inquiries shall be announced by the session's chairman. Deputies are immediately given the floor to make their oral inquiries.

The City Soviet shall include inquiries into the session's agenda.

The Executive Committee of the Moscow City Soviet, heads of its sections, departments, chief departments and other administrative bodies with the same status, as well as heads of enterprises, institutions and organisations to whom an inquiry is addressed, shall give an oral or written reply at the session of the City Soviet and, in case more time is needed to prepare the reply, during the time limit set by the City Soviet, with the provision that the next session of the City Soviet should be informed of it.

The City Soviet shall adopt a decision on the reply to the inquiry.

The Executive Committee shall inform the City Soviet how the decisions adopted on deputies' inquiries are being implemented.

Article 103. The Moscow City Soviet shall no longer control its decisions on the reports of its Executive Committee or standing committees.

Article 104. Where heads of enterprises, institutions and organisations of higher subordination fail to carry out its decisions the Moscow City Soviet shall make a

representation to the appropriate higher bodies to impose a disciplinary penalty on those heads, in some cases dismissing them from their posts. The results of the consideration of the representations shall be reported without fail to the City Soviet or its Executive Committee within a month.

Article 105. The Moscow City Soviet shall, in case of necessity, abrogate the orders and instructions of heads of administrative bodies, enterprises, institutions and organisations subordinate to the City Soviet; abrogate resolutions of the Moscow City Committee of People's Control in cases where they contradict legislation; suspend, if they run counter to legislation, the execution of orders and instructions of heads of enterprises, institutions and organisations of higher subordination on questions of land and water use, natural conservation, environmental protection, building, housing and the communal economy, employment of manpower, manufacture of consumer goods and local building materials, protection and use of historical and cultural monuments, social, cultural, trade, daily and other public services, and keep the higher bodies concerned informed about these matters.

Article 106. The Moscow City Soviet shall regularly examine accounts of the work of the standing committees of the City Soviet.

Article 107. The Moscow City Soviet may hear the information of deputies of the City Soviet on the fulfilment of their duties and the decisions and assignments of the City Soviet and its bodies.

Article 108. The Moscow City Soviet shall implement other control powers envisaged by legislation.

Chapter XI

Organisational, Material-Technical and Informational Provision for the Activity of the Moscow City Soviet of People's Deputies

Article 109. The Executive Committee and the apparatus of the Executive Committee shall implement the organisational, material-technical and informational provision for the activity of the Moscow City Soviet, its standing committees and deputies.

Article 110. The structural sub-units of the apparatus of the Executive Committee of the Moscow City Soviet shall function on the basis of the regulations approved by the Council of Ministers of the RSFSR and the Executive Committee of the City Soviet.

REQUEST TO READERS

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